

CITIZENS  
OF  
TO-MORROW

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KING GEORGE'S JUBILEE TRUST

# CITIZENS OF TO-MORROW

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## A STUDY OF THE INFLUENCES AFFECTING THE UPBRINGING OF YOUNG PEOPLE

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# PART I

## LIST OF CHAIRMEN AND MEMBERS OF WORKING PARTIES

### PERIOD OF FULL-TIME ATTENDANCE AT SCHOOL

#### *Chairman*

The Rt. Hon. the Lord Justice MORRIS, P.C., C.B.E., M.C.,  
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#### *Members*

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Headmistress of Sherborne School for Girls.

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formerly Chairman of Headmasters' Conference.  
(till 1st April, 1954)

MEREDITH JONES, Esq.,  
County Organiser in Further Education, Glamorgan.  
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H. E. MELVIN, Esq., O.B.E., *Secretary*,  
Member of Research Committee of Jubilee Trust;  
formerly Ministry of Education and subsequently  
Chairman of Standing Conference of National Voluntary  
Youth Organisations.

Miss M. J. PRINGLE, J.P.  
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Member of Trades Union Congress General Council.

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Personnel Manager, Messrs Baker Perkins Ltd.;  
a Deputy Governor of the Peterborough Technical College.

Major-General CYRIL LLOYD, C.B., C.B.E., T.D.,  
Director, City and Guilds of London Institute;  
formerly Director-General of Army Education.

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Manpower and Welfare Department, National Coal Board;  
formerly Vice-Chairman, South-West Scotland Regional Com-  
mittee, Fitness Council; Member of Advisory Council, Scottish  
Education Department; Chairman, Bridgeton Juvenile Advisory  
Committee on Employment.

Miss E. M. PEPPERELL,  
Assistant Director, Industrial Welfare Society; formerly Chief  
Welfare Officer, Carreras Limited; Fellow, Institute of Personnel  
Management.

GRAHAM SATOW, Esq., O.B.E.,  
Local Director, Messrs Stewarts and Lloyds Ltd.; Vice-President  
and former Chairman of British Association for Commercial and  
Industrial Education; Chairman of the Board of the Outward  
Bound Mountain School (Eskdale); Member of the Board of the  
Outward Bound Mountain School (Ullswater).

G. B. THORNEYCROFT, Esq., C.B.E.  
Late General Secretary, Transport Salaried Staffs Association.  
(till 2nd February, 1954)

### *Secretary*

G. N. RODGERS, Esq., B.A.,  
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PERIOD AFTER LEAVING SCHOOL—INFLUENCES  
OF LEISURE-TIME

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JOHN WATSON, Esq., J.P.,  
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Chairman of the South-East London Juvenile Court.  
(till 20th September, 1954)

Sir GRIFFITH WILLIAMS, K.B.E., C.B.,  
formerly Deputy Secretary, Ministry of Education.  
(from 20th April, 1954)

## PERIOD IN THE SERVICES

### *Chairman*

General Sir BERNARD PAGET, G.C.B., D.S.O., M.C.,  
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### *Members*

Brigadier P. B. CUDDON, C.B.E., M.C., *Secretary*.

Professor J. DREVER, M.A.,  
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Major-General J. M. L. GROVER, C.B., M.C.,  
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Admiral Sir CECIL HARCOURT, G.B.E., K.C.B.

D. McMAHON, Esq., M.A.,  
Applied Psychology Unit, University of Edinburgh.  
(from 26th April, 1954)

Mrs H. L. MORGAN, B.A.,  
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Townswomen's Guilds.

Marshal of the Royal Air Force Sir JOHN SLESSOR,  
G.C.B., D.S.O., M.C.

Mrs K. T. SWANZY,  
National Federation of Women's Institutes.

## PREFACE

### HOW THIS REPORT CAME TO BE WRITTEN

1. Because to-morrow belongs to the young, the future of any nation is determined by the quality of its young people; and this in its turn is profoundly influenced by their upbringing. For us in Britain this has become a matter of supreme moment. In the effort we must now make to surmount our difficulties both present and to come, national survival—not only in the military but also in the economic sense—may well turn upon the right handling of the rising generation.

2. The past ten years have seen the growth of a widespread public concern about the effect of current conditions on the well-being of the young, and as long ago as December, 1951, this concern found lively expression in a series of letters to *The Times*. From these it was clear that although there is ample evidence to show that the native quality of our young people is as sound as ever, and that much fine work—more even than in the past—is being done for them in many homes, in the schools, by voluntary organisations, in the Services and in industry, it is also true that evidence of another kind continues to accumulate—evidence of shortcomings in the provision made for their upbringing in the formative early years. Juvenile delinquency goes on. Far too many boys and girls, while not actively delinquent, display a lamentable apathy and lack of purpose in life and work.

3. The correspondence in *The Times*, which continued until late in January, 1952, gave rise to a suggestion that the time had come for a broad survey of the influences both good and bad, conscious and unconscious, which affect boys and girls growing up in Britain today. It was then that King George's Jubilee Trust, which was founded in 1935 to further the spiritual, mental and physical welfare of the younger generation, wrote to *The Times* offering their services to co-ordinate any survey of the kind which might be undertaken. The Trust made it clear that they would gladly co-operate with the Government and any other organisations concerned.

4. No sooner had the Trust's letter been published than they were approached by a great number of bodies and persons, and more particularly the national voluntary youth organisations, all of whom urged the importance of prompt action. It was generally accepted that the Trust's position as an independent body set up for promoting the well-being of the young gave them a unique standing in relation to the suggested survey.

5. The Trust then consulted the Lord President of the Council as representing the Government and, having received an assurance of assistance from the Government Departments concerned, finally accepted responsibility for undertaking a study of the

influences which affect young people in Britain from their entry into a primary school up to the age of about twenty including, for boys, the period of National Service. The scope of the Study was finally defined in the following terms :—

The object is to make practical recommendations as to the upbringing of young people in this country. This will require an examination and report on the influences, good and bad, intended and unintended, which bear on young people and which affect their development in body, mind and spirit; on the extent to which young people make use of the opportunities at present available for such development; and on ways in which these opportunities might be bettered in variety, scope and objective.

6. As no public funds were available for the Study, the Trust undertook to meet the expenditure involved; and, in order that the beneficiaries from their grants should be prejudiced as little as possible by the cost of the Study, the Trust stated their intention of carrying it out as far as practicable on a voluntary basis. In this design the Trust were encouraged by a generous contribution from the Trustees of the London Parochial Charities for which they are most grateful.

7. At the outset it was decided as a matter of principle that no original research should be undertaken. The Trust knew that there was already available, in the hands of the bodies and individuals concerned with young people, a mass of relevant information, much of it quite recent, which had never been collated. They knew too that this information was drawn from sources so varied and so experienced as to furnish evidence almost, if not quite, as valid and authoritative as any likely to be obtained by a fresh attempt at detailed and statistical research. In any event original research on the scale required would have taken far too long for the purpose in view. It seemed, therefore, that the immediate need was for a close and careful survey of the data available, with a view to an assessment of the work for young people which was actually going on and of the needs which remained to be met.

8. In assembling the evidence and information upon which their report has been based, the Trust have enjoyed the whole-hearted support and co-operation of all whom they approached in connection with the Study. Statutory authorities, voluntary organisations and individuals alike throughout the country gave generously of their time and advice. It is impracticable to compile a comprehensive list of these innumerable helpers, but to all of them the Trust extends its warmest thanks for the assistance so readily accorded, without which the reports which follow could never have been attempted.

9. The method adopted by the Trust in collecting data from these bodies was in the first place to ask them to furnish copies of any existing documentary material in the form of memoranda or reports, etc., whether published or unpublished. Subsequently they were invited, where applicable, to give their views on the matters

under consideration, either in the form of special memoranda or by interview. In certain cases, notably those of the statutory organisations and nationalised industries, where time did not permit of the preparation of an official document, the information was obtained by discussion with representatives of the organisations concerned. A list of the organisations contributing material is shown in the Appendix. Of these over a hundred either prepared special memoranda or took part in discussions.

10. In appropriate cases the organisations concerned were asked to obtain material for these memoranda or for the discussions from their constituent bodies, from their local branches and from individual members who were working in direct contact with young people. Thus, it will be seen that the evidence used for the purposes of the Study was based on the broadest possible foundations and comprised the views of every type of organisation concerned with work for young people. The Trust also consulted a number of individuals with special, and sometimes unique, experience in this field.

11. The correspondence in *The Times* had in the main been concerned with the problems of adolescence, and logically the enquiry might have been confined to the 15-20 age group. But it would have been unrealistic and, indeed, hardly practicable to exclude the period of compulsory attendance at school, which brings to bear influences that persist not only in adolescence and young manhood but throughout life. In order, therefore, more precisely to collate and assess the knowledge available, the period with which the Study was concerned was broken down into four phases, namely:—

- A. the period of full-time attendance at school;
- B. the period after leaving school—influences of employment;
- C. the period after leaving school—influences of leisure; and
- D. the period in the Services.

12. The four Working Parties whose composition is set out on pages 5-8 (List of Chairmen and Members of Working Parties) were then appointed. The members were invited to serve as individuals possessing a wide and various experience in the fields to be explored in the course of the Study, and not as representing any organised bodies, associations or institutions, whether statutory or voluntary. Continuous co-operation with the Government was assured by the nomination of a senior Liaison Officer by each of the Government Departments concerned;<sup>1</sup> and, since Wales and Scotland fell within the scope of the enquiry, each Working Party included at least one member conversant with conditions in those countries. Although it was recognised that at some points in the Study two or more of its phases must of necessity overlap, each Working Party was asked to draw up a report, which was to be complete in itself, on the phase of the Study with which it was concerned. It is upon these four reports that the Trust, recognising that many influences are common to two or more of the phases covered by the four

<sup>1</sup> Ministry of Education; Scottish Education Department; Ministry of Labour and National Service; Home Office; Admiralty; War Office; Air Ministry.

Working Parties, have based the general commentary set out in Part I of this Report.

13. For that commentary the Trust are responsible. They wish it to be perfectly clear that the responsibility of the Chairmen and Members of Working Parties is strictly limited to what is said in their own reports. It should also be understood that the Government Departments which appointed the Liaison Officers from whom the Trust have received such invaluable help, are in no way committed to what is said either by the Trust or in the four reports written by the Working Parties, which the Trust publish in their entirety as Parts II, III, IV and V of this report. It will, of course, be appreciated that individual members of the Council of the Trust are not thereby committed to agreement with everything which is said in the four Working Party reports.

14. Finally, the Trust wish very specially to thank the able and distinguished men and women who served on the four Working Parties and, in particular, the Chairmen who presided over their discussions and Mr H. E. Melvin who compiled Part I of this Report. Although they were already fully occupied with highly responsible work in many walks of life, they gave unstintingly of their time and thought to help forward the work of the Study. It is hoped that the reports, which embody the fruits of their great wisdom and experience, will do something to serve the cause which they all had so much at heart—the cause of youth.

# THE TRUST'S COMMENTARY

## I

1. The four Working Parties which we, the Council of King George's Jubilee Trust, appointed in 1953 to carry out a study of the influences affecting young people growing up in Britain today have now presented their reports and recommendations.

2. Despite a marked diversity of approach and treatment, the four reports are unanimous on certain basic matters which have a bearing on every phase of the Study. They all emphasise the importance of the influences which are common to young people at all stages of their development—such as the influences of home, of parents and of religion. They agree that of these the influence of parents is the most profound and enduring. They indicate how difficult it would be to over-estimate the part played by parental influence both in childhood and adolescence, or to exaggerate the debt we owe as a nation to those parents—and happily they are the vast majority—who by their care and example succeed in bringing up sons and daughters who are sound and healthy in mind and body.

3. The community of outlook which characterises much of the reports is also shown by their recurrent reference to three main themes. Of these the first is an affirmation that, in the last resort, the sound upbringing of young people depends neither on the State and its instruments, nor on voluntary organisations and institutions, but on the adults who are in contact or concerned with young people in their daily lives. From this it follows that anything which impairs the individual adult's sense of personal responsibility prejudices the upbringing of young people—for at any given time each boy or girl in the country is in fact looking for guidance to an adult, be he parent, teacher, trades unionist, employer or officer in the forces of the Crown. And because the evidence laid before us suggests that in recent years there has been some weakening of the sense of parental and personal responsibility, it is not primarily to organisations or to institutions but to individual men and women that we address these reports.

4. Interwoven with, and inseparable from, this first theme is a second—the expression of a conviction that fundamentally the road back to responsibility is the road back to Christian principles. Here, again, our Working Parties are at one. They believe that for us in Britain the revival and renewal on a much larger scale of such an attitude to life amongst young people is essential. We share this belief. We appreciate, that some of our fellow countrymen profess other faiths. Moreover, there are men and women of good will who find themselves unable to subscribe to any specific creed. Nevertheless,

we are convinced that the best hope for the future lies in an acceptance of the Christian ethic in the broadest sense.

5. The third and last of these recurrent themes is that of the gap, both in education and life, which, for the great majority of boys, now exists between the end of school life at 15 and entry into National Service. To this question we return later.

## II

6. The reports also remind us that when we come to consider the needs of young people we must never underestimate the importance to them of certain critical phases in their development. Many of the problems mentioned in our evidence are intimately connected with these phases—which, in their turn, centre round the times of transition from one mode of life to another; from home to school, from school to work, from work or school to National Service and thence back to work again. In the view of our Working Parties, as evidenced in their recommendations, the key moves in any full-scale attack on those problems should be:—

- (a) To develop close co-operation between parents and teachers;
- (b) to assist the schools to foster in their pupils a responsible attitude to work, seen as a contribution to the health, wealth and happiness of the community—and not as a life sentence to be served under duress;
- (c) to strengthen the Youth Employment Service;
- (d) to encourage all employers, either separately or in groups, to establish for young workers induction arrangements and training courses of the kind already instituted by a number of industrial and commercial concerns;
- (e) to increase provision for the further education of boys and girls between the ages of 15 and 18 by the introduction of county colleges where appropriate;
- (f) to increase the provision of leisure-time facilities for school children and of playing-fields for young people generally;
- (g) (i) to assist the development of the Youth Service by the provision of additional funds; and (ii) to promulgate a policy with regard to the recruitment, training and conditions of service of professional leaders;
- (h) to encourage parents, teachers, employers and indeed all who are in direct contact with young men, to appreciate the purpose and the potential value to the individual of National Service;
- (i) to persuade employers, either separately or in groups, to conduct suitable courses of preparation for National Service; and

- (j) to strengthen the work of the Services in assisting the adjustment of young men to civil life when they have completed their National Service.

7. It is, however, conceivable that, unless the competent authorities are fortified by public opinion, a full-scale attack may never be launched—or launched too late or too timidly. It is not so long ago (August, 1952) that the House of Commons dismissed a proposal to legislate against publications harmful to children; but, as a result of the pressure of public opinion in 1954 and 1955, an Act is now on the Statute Book. As we have already said, it is to the individual men and women whose views, in the aggregate, make up public opinion that we address this Report. It is their attention we would draw to the fact that all four Working Parties are conscious of an urgent and present need to mobilise and make effective our concern as a nation for the well-being of our young people, and also to the means they suggest for furthering that end.

8. Of these the most comprehensive is the recommendation by Working Party "C" (the period after leaving school—influences of leisure) that there should be established National Youth Advisory Councils for England and Wales, and Scotland, of fully representative composition and with wide terms of reference, to arouse and energise the nation's concern for its young people. Working Party "B" (the period after leaving school—influences of employment) suggests the setting up on somewhat similar lines of a Joint Advisory Council for Youth in order to provide continuity of attention to the problems of young people.

9. Recommendations by the other two Working Parties contemplate the setting up of temporary groups concerned with limited aspects of youth welfare. Working Party "A" (children at school) recommends an investigation into the possibility of simplifying and more closely co-ordinating the welfare services and linking them more effectively with the educational system generally and individual schools in particular. Working Party "D" (period of National Service) recommends that the Minister of Labour and National Service should appoint a committee to decide upon practical measures for educating the general public as to the purpose of National Service. Working Parties "B" and "D" also recommend that employers, employers' associations, Chambers of Commerce and trade unions should combine under the guidance of the Minister of Labour in a special effort to make the early years of employment of real educational value to all employees and *not* only to apprentices and those displaying especial promise.

10. The effect of these recommendations, considered as a whole, is to suggest that there may be a case for examination for setting up a broadly based national body whose business it would be to keep constantly under review every aspect of the welfare of young people whether at school, at work or in the Services. We are, of course, aware that there are already in existence a number of

national bodies which deal with specific aspects of youth welfare. These include the Central Advisory Councils set up under Section 4 of the Education Act, 1944, for which the Minister of Education is responsible; the National Youth Employment Council set up under the Employment and Training Act, 1948, for which the Minister of Labour and National Service is responsible; and the Advisory Council on Child Care set up under Section 43 of the Children's Act, 1948, for which the Home Secretary is responsible. Many would question the wisdom of setting up yet another body concerned with young people; but since the object of a National Advisory Council on the lines suggested would be to cover the whole field and bring together informed opinion on all aspects of the well-being of youth, there might ultimately be gains both in economy and in coherence of policy—particularly if the Council were limited in size and functioned at a high level of authority.

11. A Youth Advisory Council on a national basis is not a new idea, as witness the body appointed by the President of the Board of Education in 1942 to advise him on such questions relating to the youth service as he might refer to it. The functions of the council now proposed would differ in a number of important respects from those of the old Council. It would, for example, deal with questions relative to every aspect, including leisure, of the welfare of *all* young people whether at school, at work or in the Services. It would possess not merely a wider scope than that of the old Council but also a power of initiating action denied to a purely advisory body which can deal only with matters remitted to it by the Minister who set it up. And, since the new Council would be concerned with matters which fall within the purview of more than one Government Department, it would seem right to lay the responsibility for it upon the Lord President.

12. The other recommendations made by the Working Parties fall for the most part into one of five main groups, namely:—

- (i) Those concerned with the influences operating on school children, both at work and at play;
- (ii) those dealing more especially with the problems presented by the critical phases of transition to which we have referred above;
- (iii) those designed to counteract the evil influences which lie in wait for both school children and adolescent workers in their leisure;
- (iv) those concerned primarily with young people at work; and
- (v) those relating specifically to young men doing their National Service.

It should, however, be noted that some of the recommendations made are relevant to more than one of the above headings.

13. The implementation of these recommendations will call for the spending of public money and we realise that it is for the

Government of the day to determine priorities in this, as in every branch of the nation's expenditure. But the nation's future lies with the young people, who are incomparably its richest asset. We should have done less than our duty had we failed to point out that it is only by the fullest possible development of this asset that the future can be insured; and even though the insurance may demand a present premium somewhat heavier than we could wish, we believe that in the long run it would prove to be money well spent.

### III

14. The recommendations concerning children at school will, it is hoped, reinforce the expanding effort now being made by both central and local education authorities to better the conditions under which teachers and children do their work. In this context we would emphasise the need for developing understanding and co-operation between home and school. One Working Party feel the need for a closer and more informed liaison between the schools and industry. They tell us that, owing to the absence of an external leaving examination appropriate to secondary modern schools (which do not normally find it practicable to enter their pupils for the General Certificate of Education), employers find it difficult to verify the educational standards attained by boys and girls who leave school at 15 and come to them for a job. There is a real difficulty here, and we believe that this question of external leaving examinations and, indeed, of incentives to achievement generally would repay further study.

15. We wish to call particular attention to the need to recognise the extent and gravity of the harm which can come to children whose mothers are away from home when they return from school. We hope that, wherever possible, the working hours of mothers with young children will be so arranged that this difficulty need not arise. Or, failing this, that suitable arrangements will be made for the care of the children with friends and neighbours. We would also press the need for increased provision of leisure-time facilities for school children. All too often the child who falls between the two stools of home and school finds himself at a loose end with nowhere to go and nothing to do except to get into mischief and ultimately, perhaps, into trouble.

### IV

16. The dominating theme of the two groups of recommendations which deal respectively with critical phases of development and with provision for leisure is the problem which we have come to think of as the Battle of the Gap. The gap in question is, of course, that which now exists in the system of education contemplated by the Education Act, 1944, and the Education (Scotland) Act, 1946, because no provision has yet been made for any form of compulsory part-time education for boys and girls between 15 and 18 years of age. The evidence we have examined suggests that the existence of this gap constitutes a positive adverse influence on young people.

17. The distinctive nature of the problem with which the gap confronts us derives in part from an element in our national life which did not exist before the Second World War. Universal compulsory National Service for young men is something new. And because it is something which is likely to be with us for years to come, it has profoundly affected the outlook of the boy who leaves school at 15 years of age, and on whom there is no longer any compulsion to continue his education. For him it is more than a breakaway from education; it cuts his life into two almost unrelated parts—before and after National Service; it creates an artificial interlude in which the high hurdle still ahead of him obscures the need to plan and work for the future.

18. Often the years of the gap are a time of “wait and see”, a time in which irresponsibility can become a fixed habit of mind, a time even of deterioration, in which some boys forget so much of what they knew when they left school that those who receive them into National Service are discomfited to find that some of their new recruits are barely literate. And yet we have the testimony of the Services themselves to show that all but a small minority of these boys are good material.

19. It is true that the Youth Service has never abandoned the Battle of the Gap, thanks largely to the unflagging devotion of the voluntary workers in its ranks; but in recent years their work, along with that being done at other growing points in our educational system, has been hampered by financial restrictions imposed in the interests of national solvency. Progress has also been hindered by the absence of a declared policy for the recruitment and training of professional youth leaders. Happily there has of late been some easing of the financial situation. In our opinion this should be signalled by a substantial increase in the funds provided for the Youth Service, and by an announcement at the earliest possible moment of the Minister of Education's policy regarding the recruitment, training and conditions of service of professional youth leaders.

20. We are well aware that the Youth Service can never, of itself and single-handed, close the gap entirely; it can help only those who come to it of their own free will. But if county colleges in England and Wales and junior colleges in Scotland, to which the benefits of the School Health and Dental Services had been extended, could be introduced as soon as possible and where appropriate, we believe that in a Youth Service, fortified and reinvigorated by more generous treatment, they would find an ally so powerful that together they could go far towards transforming the lean years of the gap into a time of fruitful and happy development for young people.

21. To close the gap would, we are convinced, be enlightened educational policy. It would also be sound economy. The social security legislation of the past forty or fifty years has greatly benefited our children, who are heavier, taller and healthier than of old. It has improved the physical conditions under which most

of us live; and, despite the pockets and patches of squalor which can still be found in our great cities, life for most of us is longer and easier. Now that we have come so far along the road of social betterment it does not seem sensible to lay out a considerable sum on educating and caring for the health and well-being of a boy until he is 15 years old and then to leave him free to run to seed both physically and mentally until he is called up for National Service. For when that happens neither he nor the nation has an adequate return for the time, the skill and the money which have been devoted to his upbringing and to his education in school.

## V

22. The recommendations relating to young people at work call for little comment here. The Youth Employment Service is closely concerned with boys and girls at their second critical phase of transition—the transition from school to work. It can, in co-operation with schools and employers, do much to ease and assist that transition. We feel, therefore, that everything possible should be done to encourage the development of the Service and to promote its efficiency. Its influence for good would obviously be enhanced if children still at school—and also their teachers when in training—could be afforded increased opportunities of learning something of the employments, whether in agriculture, industry or commerce, which are open to them when they have finished their schooling and of the working conditions which prevail there.

23. Once a young person has started work, the employer acquires a defined responsibility for him during working hours. In our view there is a good case for the tightening up of the existing legislation relating to young people at work and for the examination by the Committee recently set up by the Minister of Labour and National Service of the special problem of health services for young people in industry. Any advance towards the solution of that problem would assist employers to discharge their responsibility in respect of the physical health and safety of their young employees. This is not to suggest that an employer's responsibility is limited to the field of physical well-being. To an ever-increasing extent employers are operating welfare schemes which provide not only for the health and safety of their young employees but also for their recreation and continued education. Therefore we attach great importance to the recommendations which suggest that more and more employers should be persuaded to follow this example and to regard the 15- to 18-year-old boy or girl as in trust to them and that they should combine in a special effort to encourage and to facilitate the further education of all their younger employees.

## VI

24. It will be seen that the recommendations concerning the influences brought to bear on young men in National Service fall into two main groups. Those in the first group are aimed at bringing

home to the public at large and to young men in particular the purpose of National Service and its potential value to the man who undertakes it in the right spirit. Once again we are dealing with one of the critical periods in the young man's progress; once again he is entering a new phase of living, the value and effect of which, like that of school and work, will greatly depend on the attitudes of mind which he has encountered in his family, in his teachers and in his workmates. We feel strongly, therefore, that every available means of disseminating full and accurate information about the purpose and value of National Service should be brought into play.

25. The recommendations in the second group, namely those which are designed to improve conditions in the Services themselves, need to be studied in the light of what is said at greater length in the Report of the Working Party responsible for this aspect of the Study. And what is true of that Report is equally true of the other three—for, although we have thought that it might be helpful to set down briefly some of the broad inferences and conclusions to be drawn from the Reports of our four Working Parties, it is only when the Reports themselves are read that the full import of their recommendations becomes apparent.

JUNE  
1955

(signed) T. N. F. WILSON,  
*Secretary, King George's Jubilee Trust,*  
*on behalf of the Administrative Council.*

PART II  
THE REPORT OF WORKING  
PARTY "A"

THE PERIOD OF FULL-TIME ATTENDANCE  
AT SCHOOL

THE MEMBERS OF WORKING PARTY "A" WERE:

*Chairman*

The Rt. Hon. the Lord Justice MORRIS, P.C., C.B.E., M.C.,  
Lord Justice of Appeal.

*Members*

R. BELOE, Esq., M.A.,  
Chief Education Officer, Surrey.

R. W. DALTRY, Esq., M.A.,  
Headmaster of Napier County Secondary School for Boys,  
Gillingham, Kent.  
(from 23rd April, 1954)

W. McL. DEWAR, Esq., O.B.E., M.A.,  
Headmaster of George Heriot's School, Edinburgh.

Miss D. READER HARRIS, B.A.,  
Member of Research Committee of Jubilee Trust ;  
Headmistress of Sherborne School for Girls.

R. G. K. HICKMAN, Esq., B.A.,  
Assistant Secretary to the Education Department,  
National Union of Teachers.

ERIC JAMES, Esq., M.A., D.PHIL.,  
High Master of Manchester Grammar School;  
formerly Chairman of Headmasters' Conference.  
(till 1st April, 1954)

MEREDITH JONES, Esq.,  
County Organiser in Further Education, Glamorgan.  
(died 29th September, 1954)

H. E. MELVIN, Esq., O.B.E., *Secretary*,  
formerly Ministry of Education and subsequently Chairman of  
Standing Conference of National Voluntary Youth Organisations.

Miss M. J. PRINGLE, J.P.,  
Headmistress, Campbellfield Primary School, Glasgow;  
a former President of the Educational Institute of Scotland.

## INTRODUCTION

This Report is one of four written for King George's Jubilee Trust, each of which deals with a particular aspect of the Trust's Study of the influences affecting young people in Britain today. Our own task has been to examine and report on the influences, good and bad, intended and unintended, which now bear on children of school age.

We began by attempting to classify the influences which might affect school children at home, at school and elsewhere; but we found that influences can seldom be tethered to a locality. We then tried to marshal our thoughts about these influences under such headings as physical, intellectual, cultural and moral—but it was soon obvious not only that all of them are closely interrelated, but also that cultural and moral influences in particular are intimately interwoven with the emotional life of a child at its deepest levels.

On fuller consideration, therefore, we agreed that our Report should deal primarily with the relationships subsisting between a child and various aspects of his life, in order that we might consider the effect on those relationships, for good or ill, of a changing society. It seemed likely, for example, that the impact of an age of rapid social revolution and recurrent crisis, in which organised education has been denied the necessary time and stability of conditions in which to adapt itself to current needs, must inevitably have affected the relationship of a child and his school.

We believe that the more important of the relationships in which a child is involved are his relationship with his parents, with his school, the relationship which exists between his home and school and finally his relationship with the various influences brought to bear on him in his leisure. These may, and do, range from those of Church and Sunday School to that of a pin-table saloon in some shabby street. It is in the light of this belief that we have formulated our recommendations.

In so doing we have never lost sight of the grave difficulties which have had to be faced in the years following the war. We know that the country's resources both in money and material have been straitened and that the urgent tasks of reconstruction have demanded priority for some enterprises and the deferment of others, even though the desirability of carrying them through admitted of no doubt.

We have not, therefore, thought it our business to decide whether at any time since the war the nation's resources might have been differently allocated. We have not embarked on any such enquiry since we have not the means of arriving at any conclusion. Nor would an investigation—if it were possible—be profitable. Our concern is for the present and the future. Nevertheless we think

it incumbent upon us to point out that it is essential for the public to recognise that, as a result of years of war and years of post-war difficulties, there is now a big lee-way in regard to the provision of educational, recreational and youth service facilities. The problems connected with this lee-way and the need to overtake it are pressing, urgent and vital.

Our comments on these problems have inevitably involved some criticism of the younger generation; but at least we have always been conscious that from time immemorial it has been the way of the oldsters to criticise the youngsters and we hope that we have made due allowance for that tendency. But when every allowance has been made, we feel very strongly that there are certain matters to which we must draw attention, some of which relate to conditions which have not arisen before and which in fact reflect upon the adult generation which is largely responsible for them rather than upon the young people themselves.

Finally we wish to say that we are very conscious of our Report's shortcomings. We were confronted with a theme at once vast, various and elusive. Time did not serve to employ the elaborate and ingenious techniques of modern sociological enquiry with its ultimate reliance on broadly based statistics; nor did our terms of reference, which excluded original research, permit us to see and measure all things anew for ourselves; like seamen in strange latitudes we could do little more than take soundings and note how the wind blew.

Indeed, for the work we have attempted, a sea survey seems the aptest simile. The matters we have studied are not, like land masses, wholly visible or capable of close measurement. The workings of the profound urges which form the character of an age are, for the most part, hidden. We discern them in their effects. They are akin to the deep movements of ocean troubling remote waters or to the wind wielding its invisible flail—which, themselves unseen, leave in their track only the breaker and the bent bough to tell of the powers which shaped and shook them.

## RECOMMENDATIONS

*We recommend:*

1. That the attention of industry and commerce be drawn to the harm done to children by their mothers' absence from home when they come back from school and to the consequent desirability of so arranging the hours of work of mothers of young children that they can be at home in time for the children's return from school.

Where this is impossible, mothers should be urged to make adequate arrangements for the care of the children with relatives or neighbours. (Para. 16)

2. Believing that close co-operation between home and school is essential to the well-being of the school child and that it is an integral part of the school's duty to strengthen that co-operation, particularly by providing opportunities for personal consultation between parents and teachers, we recommend

(a) that, where teachers are unable to establish adequate contact with the homes of their pupils, there should be made available to the school the services of a special worker who would, if necessary, visit a home and by discussion and advice try to secure the fullest co-operation between school and parents. (Paras. 27-30)

(b) that nevertheless, in view of the already large numbers of different types of welfare worker who may be concerned with any one home, consideration be given by Her Majesty's Government to the possibility of simplifying and more closely co-ordinating the welfare services concerned with children and linking them more effectively with the educational system in general and also with the individual school. (Para. 30)

3. That particular assistance in the matter of buildings, repairs, equipment, etc., should be accorded to schools in less prosperous or less advanced areas. (Para. 34)

4. That the provision of schools on new housing estates should march *pari passu* with the provision of houses. (Para. 37)

5. That the Minister of Education, the Secretary of State for Scotland and local authorities increase and accelerate the provision of playing-fields and swimming-pools. (Para. 87)

6. An intensification of the efforts already being made to reduce the size of classes. We regard this as a pressing and paramount necessity. (Para. 42)

7. That where necessary the burden of extraneous duties on teachers be lightened by the appointment of non-teaching staff to discharge those duties. (Para. 45)

8. As an urgent objective in England and Wales, extension of the period of training for teachers to at least three years and in Scotland graduation for all prospective primary school teachers.

(Para. 49)

9. That every child receiving full-time education should remain "in count" for the purpose of assessing family allowances. (Para. 51)

10. That the question of leaving examinations and the whole matter of incentives to achievement be made the subject of studies leading up to recommendations to the Minister of Education and to the Secretary of State for Scotland.

(Para. 55)

11. That the making of provision to bridge the existing gap in the system of education for which the Education Act, 1944, and the Education (Scotland) Act, 1946, provide, as a result of which many boys and girls lose all contact with educational influences between the ages of 15 and 18, be treated as a matter of urgency. (Para. 59)

12. That there should be further studies to discover what can be done within the present law towards the integration of religion with the life lived at home, at school and at work.

(Para. 75)

13. That the policy relating to the provision of leisure-time facilities for school children which was laid down for England in the Ministry of Education Circular No. 13, dated 10th November, 1944, and Scottish Education Department Circular No. 56, dated 8th February, 1946, be now implemented.

(Para. 112)

14. The provision of more leisure-time facilities for school children in the form of:

(a) junk or adventure playgrounds; (Para. 87)

(b) playing space adjoining new blocks of flats; (Paras. 88-91) and more experiments on the lines of:

(c) the Bermondsey children's flats; (Para. 88)

(d) residential schools in the country, such as are run by Glasgow and some other education authorities, where town children can spend a month at a time. (Para. 92)

15. That public libraries should, in addition to providing for the juvenile reader, make better provision for the adolescent reader.

(Para. 99)

16. That the rules regulating the admission of children to cinemas be enforced as strictly as are the rules regulating the admission of children and young persons to public houses.

(Para. 103)

17. That encouragement and assistance be given to the making of more and better films specifically for children.

(Para. 104)

18. That the admission of children to amusement arcades and pin-table saloons be strictly prohibited.

(Para. 107)

## THE CHILD AND HIS HOME

1. Few will deny that for good or ill home plays the dominant part in a child's development, and most would agree that the human relationships within its walls exert an influence more potent and profound than those of its material environment. By bringing a child to birth the parents incur prime responsibility for his nurture; in rearing him they influence his whole development and so, ultimately, his adult attitude towards life with its work, its play and its challenge to endeavour; but some of the evidence laid before us goes to show that not all parents realise the full extent of either their influence or their responsibilities.

2. Nevertheless, it is broadly true to say that the great majority of parents achieve the healthy upbringing of their children until school age is reached. But thereafter they encounter factors in modern life which tend to break down the unity and the influence of the family. Some parents are then prepared to depend upon the school largely to take over their responsibilities as well as to fulfil its own proper function. And while school and home should share ideals and aims and co-operate to the fullest extent, the teacher can never replace the parents in either the emotional or moral development of a child. Only if parents remain the paramount guiding influence throughout their child's schooling, as they were in his infancy, can they achieve the same success.

3. We know that those of us who are parents of the rising generation have had our lives disrupted by war, by its aftermath and by the feeling of insecurity arising from talk of a third world war. We know, too, that we and our children have derived enormous practical benefits from social insurance, as we did from equity in rationing and priorities. But all these things, good and bad alike, have tended to impair the individual's independent effort and use of his power of choice. It is not surprising, therefore, that initiative, self-reliance and independence are often lacking and that the children lose thereby.

4. It is not so much that parents fail in concern for the welfare of their children; it is rather that many are confused as to what is best for them. In their perplexity they leave too much to the school and the State and so lose sight of their own unique responsibility and opportunity. There is, for example, much confused thinking on the question of discipline. The impact upon the mind of an anxious young mother of half-digested psychology conveyed through the medium of an article in the popular Press may well be unfortunate. It may lead to a misunderstanding of what discipline is. It may even give rise to the fatal notion that, because a child should be allowed to express himself, any attempt to bring him up

in the way he should go must necessarily involve his repression or frustration.

5. But virtues do not date. They cannot be other than sterling. They require positive teaching and unfaltering practice; if the home fails here, neither Church nor school teaching can hope to be fully effective. All children are privileged to have religious instruction and moral teaching in school, but many are denied the greater opportunity of receiving Christian teaching in the home and of participating with their parents in Christian worship or, in the case of Jewish children, in the practice of the Jewish religion.

6. However diffident young parents may feel about their own competence, they must face the obligation to exercise their authority as parents wisely and fully—not merely in emergency or extremity (when it may be too late) but from infancy onwards into, and through, adolescence. It may not be easy to steer between the Scylla of possessiveness and over-control and the Charybdis of “couldn’t care less”; but where parents are themselves disciplined in conduct and speech and, above all, living in harmony, their pattern of living will be followed by their children; where there is discord between them or where there has been separation or divorce, the children will certainly be perplexed and may perhaps be warped for life.

7. Parenthood demands untiring vigilance. It is not enough to provide a good home and attend to the formal schooling of children. Close interest (without intervention except where necessary) should be taken by parents in their children’s play, their companions, their leisure occupations and their reading. It is important, too, that parents should interest themselves in the activities and leadership of any organisations which their children may elect to join. They should be careful not to ask more of a child than he can give, by demanding standards of scholastic attainment beyond his reach. Over-ambitious parents can do irreparable damage to a child’s educational progress and, what is worse, can convince him that he is a failure when he is not. The end to be sought is the establishment of a right relationship with the child.

8. It should never be forgotten that there are crises in the lives of all young people when only parental help can be effective. If the relationship is sound that help seldom needs to be sought; if sought it never fails. But where the relationship is bad or indifferent, the help is neither sought nor given and only exceptional grit and character will carry the boy or girl safely past the dangerous corner.

9. Among the crises commonly arising are those which spring from the physical and emotional disturbances of adolescence—and here parents sometimes shrink from the duty of preparing their children to meet the problems involved. We have seen much evidence as to the need for instruction in matters of sex. We are agreed that instruction in matters of sex is an essential part of a child’s upbringing and that it should not be treated in isolation from other relationships. While we recognise and admire the valuable work in this field which has been, and is still being, done

by many teachers, we believe that, if parents are equal to the task, and in particular if they can link the instruction with the idea and ideal of marriage, they are the best people to give it. It sometimes happens that parents lack the confidence and knowledge to inform their children on these matters without undue embarrassment. In that event, they have a clear duty to find a suitable person to instruct their children. Here is something which must not be left to chance.

10. Sooner or later the day comes when a child must turn from school to work; and at this point school and home bear a joint responsibility. It is almost impossible to over-estimate the importance to a boy of his first job. This the school can help to impress upon him—this and the need to choose aright, to resist the immediate lure of the blind-alley job; and, although the Youth Employment Service can greatly help here, the school needs to keep itself continuously informed about the kind of life a boy will lead at work. But first and foremost it is to his home that a boy should be able to look for encouragement to make a wise choice of his first job and, once he is in it, for help to keep him steady on his way. It is then that he will need the compensations of home life more than ever before, then that parental sympathy and understanding can inspire and strengthen him.

11. A major influence on a boy at this stage is the attitude to work of the adults in his immediate circle, and, more particularly, of his father. Some of our evidence comments on a lack of the will to work amongst those now in middle age, but how prevalent this tendency may be we are not in a position to judge; nevertheless, this attitude of mind, where it exists, can do untold harm to boys newly at work. We do not question the duty of a school to inculcate high standards of application in work; but it is the example of his seniors which must have the greatest effect upon a boy when he starts work.

12. The pay-pocket is, in itself, both incentive and remuneration. It spells independence and manhood. Wise parents will make sure that it also spells responsibility and that no more than a reasonable share of it is treated as pocket-money. Training in thrift and a wise attitude to pocket-money must begin in childhood; otherwise there may be real difficulty when the adolescent begins to earn. This kind of trouble often arises because parents wish their children to enjoy more privileges and greater opportunities than they themselves had—above all they must “be like other children”—and so they over-indulge them with harmful results. It appears to be true that the over-indulgence of children, for fear of losing their affection by denying them what they ask for, occurs more frequently in broken than in happy homes. But it is also true that “too much pocket-money and too little discipline” is a theme which recurs in the evidence laid before us.

13. Much, but not all, of what we have said about boys applies also to girls. A girl's first job is, indeed, as important to her as is her brother's to him; but her attitude to it is coloured by the fact that she does not as a rule think of it as a permanent way of life;

instinct and nurture combine to persuade her that her real work lies elsewhere. When a girl thinks about "going out to work" the emphasis is on the "out". She is conscious of an emancipation. This, she feels, is her chance to learn something of people, of the ways of the wider world; the time, in short, to see life and to gain some of the experience she will need when she comes to bring up girls and boys of her own. And if, as one hopes, she contrives to enjoy herself in the process, that, too, will be all to the good in the days to come when for some years she may be tied to a home and a family.

14. For most boys the transition from school to work is followed in due course by the call to National Service. Here again there is a vital part to be played by both father and mother in preparing their son for this new experience and sending him off in the right frame of mind. National Service must no longer be seen as an emergency measure—a regrettable and boring interruption of the main business of life. For years to come it must perforce be an integral part of our national life; rightly used it can afford a young man unique opportunities of development both as a person and as a citizen. But whether or not it is rightly used depends upon the spirit in which it is undertaken; and this is largely influenced by a boy's home and parents—though his school can and should play an important part in enabling him to make the best use of his time in the Services. The Services, too, should see to it that National Service is not a complete break in a boy's life; they should envisage his service as part of his life as a whole—related to what has gone before and looking to what lies ahead.

15. Grinding poverty, as we once knew it in this country, does not often now darken home life or strain the relationship of parents and child. People are no longer content with a bare living; what were once luxuries are considered necessities. Incomes are higher, but the demands upon them are more various. Better homes mean higher rents, more furniture and often expensive travel to work. All this costs money, and so it is that to-day, on an increasing scale, mothers, as well as fathers, go out to work. Materially, all in the home stand to benefit. It is true that the mother's double task may subject her to undue physical strain; on the other hand she may be mentally and emotionally refreshed by her work. But be that as it may, there is much weighty evidence to show that when a mother is on full-time work, or is otherwise occupied away from home, family care may be reduced to a dangerously low level. Over and over again we are told that children returning from school should not find the home empty or be left drifting in the streets on the fringes of delinquency.

16. We are of the opinion that the organisation of part-time work for women with children needs further consideration as do the problems posed by the absence from home of both parents when children return from school. Thought should also be given to the question of providing during the school holidays for the care of children whose mothers go out to work. In short we feel very strongly that where mothers need or wish to go out to work, or have absorbing outside interests, they should see to it that their children

do not suffer. Employers should do their utmost to help by extending throughout the country the arrangements which already obtain in some areas for engaging the mothers of young children for part-time work only and at times which leave them free to be at home when their children need them.

17. Although in the preceding paragraphs we have spoken for the most part about mothers who go out to work for money, our concern is more general—it is with the consequences of the regular absence of parents from home for whatever reason, whether it be to follow paid employment or undue preoccupation with personal interests.

## II

### HOME AND SCHOOL

18. We have already said that home exerts the first and most potent single influence on a child—affecting him as it does at every level from that of his deepest psychological need, the need for love and security, to the most trivial matters. At five years old he meets a second major influence in the powerful and continuing influence of school. A right relationship between home and school is an essential element in a happy childhood and throughout school life the two must work together.

19. The efforts of any school to educate a child, whether intellectually or morally or in other ways, can be hampered or even entirely frustrated by ignorance, indifference or ill-will in the home. That being so it is vital to forge a close link between the two, so that fathers and mothers may, with full understanding, do their part by fostering in the home the ideals towards which home and school together wish to lead the child.

20. A large number of schools already provide for informal contacts with parents through “open” days, sports days, school plays and the like. Such contacts should be more widely used in all kinds of schools, and an atmosphere should be created and maintained in which parents are made to feel welcome. We know, when we suggest more should be done in this way, that to give parents easy access to the schools involves buildings and staff. None the less we think this field of experiment and effort is of sufficient promise and importance to justify a reasonable expenditure of time and money in extending it.

21. Very many schools have also created parent-teacher associations. Their organisation and functions vary widely and the activities they promote range from lectures on specifically educational subjects to purely social occasions. Many of them do most valuable work and, while we do not say that every school should have such an association, we would like to see more of them. They must avoid alike the danger of interference with the organisation of the school and that of dwindling into a social group for running

occasional whist-drives and parties to raise money for the school. They are at their best when they provide opportunities for the mutual enlightenment of parents and teachers.

22. Many schools which do not have formal parent-teacher associations nevertheless provide occasions on which parents can meet and discuss progress and difficulties with the men and women who teach their children. Whether connected with parent-teacher associations or not, we regard these as most important occasions. They should certainly take place in all schools. We believe that headmasters and headmistresses should not be afraid at such gatherings to make clear statements on all matters which they believe affect their pupils—whether they be matters of routine, or much more important questions of standards and attitudes. Most parents are so anxious for the welfare of their children that they are little likely to resent advice given simply and sincerely.

23. Still more important are personal interviews between parents and the headmaster or headmistress or one of their colleagues. Parents should feel free to seek the advice of the school on any problem affecting their child, whether it be a question of entry to a career or a personal and difficult matter involving, perhaps, the whole family situation. It follows that schools should be so organised that there is a continuous personal influence on a child throughout his career in the school, and so that the head teacher can be seen by an individual father or mother. There should always be available for interview by the parent someone who is personally responsible for his child.

24. If the parent should feel free to consult the school on any problem it is no less important for the teacher to see the parent when he feels that there are circumstances in the home background that are affecting the child's development as a person. Serious problems of behaviour should be discussed with the parent; but it is also important that there should be consultation on such matters as falling-off in work, suspected shortage of sleep, or excessive nervousness. In short, much might be accomplished if all schools developed the pastoral attitude towards their pupils, which in some is already accepted as a matter of course. We realise the burden that this approach to the home puts upon the teacher but, if education is to be interpreted in its fullest sense, it is inescapable.

25. It is often objected to the various methods of parent-school co-operation we have mentioned that, whereas the good home will collaborate whole-heartedly, the very homes that most need guidance will be untouched by the efforts of the school, since the parents simply will not come to parents' evenings or even to individual appointments. It is true also that many teachers have neither the time nor, in a large number of cases, the experience or the personality to seek out such parents and give them the advice they so greatly need. In some cases the contact may be made through the "School Attendance Officer"—to quote his old title; his designation has now changed in many areas to that of School or Education Welfare Officer, to accord with the present scope of his duties.

26. It is, in our view, of great importance that further steps should be taken to deal with this situation. When the child becomes definitely delinquent or maladjusted the skill and care of the probation officer or the psychiatric social worker is brought to bear on the home, often with remarkable results. But for the parents of the child whose behaviour has not become a matter either for the courts or for the clinic there may be no guidance, though the teacher will often be aware that the roots of the trouble may be in the home.

27. In some areas the work of school care committees and of special welfare officers has done much to fill this gap. We feel strongly that in this work there is much room for extension and experiment. The object must be to ensure that when a school does not feel able to establish a close enough relationship with the homes of some of its pupils, it should be able to call upon the services of a person with the sympathy and common sense and some of the experience and knowledge of the good social worker, if without his or her full formal training.

28. It is important that such work should be very closely integrated with the normal life of the school. The worker should be considered as a member of the staff of the school or group of schools which he or she serves, and should be responsible in the first instance to the head teacher. The approach to the home should be an unofficial and informal one. It might well be that in many areas suitable recruits for such work could be found among educated married women who would be prepared to do such obviously useful and interesting social work voluntarily, or at any rate on a part-time basis.

29. Obviously the demands made by different schools on such workers will differ very widely and scattered rural areas, where the smaller village schools have been closed and children are transported by bus to schools at a distance from their homes, present a special problem. But however it is organised no one who knows the effect that can be produced by wise and often quite elementary advice to parents by the school can doubt that such advice should be made more freely available. Where, for one reason or another, the school itself cannot provide it, then some other means must be found, such as that we suggest here.

30. Despite the suggestions made above, we are concerned that already there may be too many kinds of officers, statutory and voluntary, connected with the welfare of children. Sometimes, it seems, their duties overlap, sometimes they may not cover all the needs of a situation; nor are their functions always closely co-ordinated at national, local or even individual level. Often their efforts are unrelated to the work of the schools and other agencies. Therefore we would welcome an authoritative investigation followed by a decision at the highest level into the possibility of simplifying and more closely co-ordinating the welfare services concerned with children and of linking them effectively with the educational system in general and with individual schools in particular.

## THE CHILD AND HIS SCHOOL

31. In turning to consider the school as a major influence in the life of the child let us say at once that the recommendations we have to make are neither new nor spectacular; they have been made repeatedly over a long period of years by persons or bodies whose experience and standing in education command respect. But we are firmly convinced that it is due largely to failure to implement these recommendations that the influence of the school has remained so very much less than it might be, especially in the face of those adverse influences to which we refer in the course of this report. It has been fashionable to regard many of these recommendations as idealistic; and what we may call the official attitude has at best been that the recommendations might find a place in long-term policy. We do not agree. Our survey has convinced us that these recommendations are both relevant and realistic, and should be boldly implemented without delay.

32. In the very nature of things, the influence of the child's school, next to that of his home, may be the most potent that bears upon him. For the best part of each day, through at least five days of each week and for some forty weeks of each year he is fully under its control and immersed in its atmosphere and environment; he continues to be so for at least ten years, and these, in respect of his character, probably the most formative of his whole existence.

33. Nevertheless the influence of the school will continue to be potential rather than real unless the conditions under which it is exercised are made much more favourable to its purpose. Good schools, as we shall observe later, do exist under bad physical conditions, and good physical conditions will not of themselves produce good schools; but good conditions will always make a good school better.

34. The extent to which the deficiencies of the home may be, and in fact so often are, compensated by the school is not immediately obvious nor indeed commonly realised. In many homes conditions are thoroughly inimical to the balanced development of the child; the worse, therefore, the home conditions are, the greater the necessity for a bright, wholesome school environment. Accordingly, particular assistance should be accorded schools sited in less prosperous or less advanced areas.

35. In 1953 nearly three million children in primary and secondary schools were being taught in overcrowded classes. Moreover, for some time past too little has been spent on repairing the many old schools and there have been severe restrictions on the resources available for improvements. In some of the worst schools the sanitation is so bad that there are children who are loth to use it. Since it is obvious that many existing buildings must remain in use for some years to come and in view of the disturbing facts brought to light by the Eighth Report of the Select Committee

on Estimates, we warmly welcome Circular No. 283 issued by the Ministry of Education on 3rd December, 1954, which in addition to removing other restrictions on educational building enables local education authorities to spend up to £10,000 per project on improving bad buildings. We hope that local education authorities will seize this opportunity with both hands.

36. Over a long period, the provision of schools in new housing areas had not kept pace with the erection of houses. We are aware of the considerations which brought this about; but it should never be forgotten that the typical tenants of new houses are parents with young families, removing from less favoured areas: and transfer to a new school is the natural complement to removal to the new home. The depressing necessity of travelling considerable distances every day back to school in the old locality may well produce a deterioration in the child's attitude to his school particularly, and to the whole educational process in general; a new school, by contrast, engenders pride, revives interest and fosters a sense of purpose.

37. We fully recognise how difficult it is to synchronise the completion of a new school with the advent of the first families to a new housing estate, but we do urge the vital necessity of having schools ready as soon as possible. We believe that the way in which this problem has been tackled has varied, but in our view the time has come to insist that the provision of schools should proceed *pari passu* with the erection of new houses, practical difficulties notwithstanding.

38. In many areas an enlightened attitude to design, lay-out and accommodation, due to both central and local initiative, is already discernible. This is wholly commendable. The combination of pleasing design, convenient lay-out and adequate accommodation is well within the compass of the modern architect: children must be encouraged to acquire respect for and pride in their school if they are eventually to have similar feelings as adults towards their homes and the public buildings of their community.

39. Within and on the school premises themselves basic amenities are simple but vital: regular, thorough cleaning; ample heating, light (sun and artificial as appropriate) and ventilation; waterborne sanitation; adequate facilities for washing (including soap) and drying; a spacious playground with the possibility that some parts may be given over to grass and flower-beds rather than to asphalt and gravel.

40. We deprecate the use of an individual classroom for conflicting purposes. We believe that the opportunity which school meals should provide for training in good manners cannot be taken where amenities for serving the meal properly are lacking. We warmly commend the provision of a school hall, with all its potentiality for the development of corporate spirit, and regard it as an essential feature of all but the smallest schools.

41. Wherever possible, playing-fields should immediately adjoin the school premises; where urban conditions make this impracticable,

playing-fields must be provided for the school outside the city and adequate transport made available. It is our opinion that in many areas the needs of girls in the matter of playing-fields have by no means had the consideration they clearly merit. Although in densely populated areas it is sometimes necessary to provide school and community playing-fields together, the school spirit is best served by playing-fields linked with the schools themselves and not identified with facilities provided for the community as a whole.

42. In the matter of size of classes, we are at one in our view that the influence of the school for good can be fully established and extended only by reduction in the size of classes to, and indeed below, the level of the present official maxima. Modern emphasis on the individual and his needs in respect of age, aptitude and ability cannot be sustained where sheer numbers make individual attention impossible; and we are impressed by the positive evidence available to us of cases where the absence of this degree of individual attention has had most serious consequences for the individual and in addition has eventually made him a liability to the community. We regard reduction in the size of classes as an immediate and paramount necessity; and we are strengthened in this conviction by the fact that it is shared by the large majority of those (individuals, national organisations and public bodies) who have communicated their views to us.

43. The advantages which must flow from reduction in the size of classes are so many, so varied and so far-reaching in their consequences that, although they are already well known to those for whom they are a matter of immediate concern, we are constrained to repeat them here in detail. Where classes are of manageable size,

- (a) the teacher is enabled to know the individual pupil, to appreciate his problems and to give him the individual attention he requires;
- (b) the teacher has the opportunity to help specifically the pupil who by reason of absence or for some other cause has lost ground (i.e. the potentially backward child);
- (c) the teacher has leisure to appreciate individual tastes and talents and to devise ways of developing and encouraging them;
- (d) the teacher feels greater confidence in applying new methods and practising new techniques, which are practicable only where some measure of individual attention can be given;
- (e) the teacher is both physically and mentally fresher for the normal day-to-day tasks and is more ready to detect and anticipate impending difficulties;
- (f) the teacher has ampler opportunities and greater inclination for simple experiment and research; and
- (g) provision becomes possible for the needs of the occasional child whose interest lies in quiet hobbies and serious reading.

44. The process of reducing the size of classes will be assisted by special provision for educationally handicapped pupils. The important series of reports in this connection issued in recent years by the Advisory Council of the Secretary of State for Scotland and the more recent report on Training and Supply of Teachers of Handicapped Pupils by the National Advisory Council in England are valuable pointers for the future. We urge that the recommendations of both Councils be closely and carefully studied with a view to early action.

45. We have, we hope, made abundantly clear our view as to the paramount importance of smaller classes. But we believe that the full benefits which should accrue from a reduction in the size of classes can be obtained only if teachers are set free to devote their time to teaching. For many years there was a tendency to saddle them with extraneous duties, sometimes incidental to schemes of social welfare and often of a routine character; we regret that in some areas this tendency persists. The pursuit of any calling involves an element of routine and the teaching profession is no exception. But the use of highly trained staff for an excessive amount of routine work is both economically unsound and a waste of manpower. We recommend, therefore, that steps should be taken where necessary to lighten the burden of such extraneous duties by the appointment of non-teaching staff to assist in discharging them.

46. Within the whole orbit of the school the greatest power for good rests in the personality and character of the teacher. The "born teacher", always readily identified but never easily defined, has within her- or himself some solution at least for most problems of the classroom or the playground. Such a teacher can and does achieve excellent educational results even under the most adverse conditions imposed by outdated buildings, dingy classrooms, inadequate equipment and outmoded amenities. In the case of adolescent children a teacher of this calibre is often regarded as the final authority on every vital issue, including that of a future career; and men and women in every walk of life have readily acknowledged the enormous debt they owe to this salutary and often inspiring influence.

47. The truly good teacher then is, like the poet, born not made. Unfortunately there are not enough of them to enable our schools to be staffed only by such as they. Teacher shortage has constrained education authorities in some parts of the country to be less exacting in the matter of quality than they either desired or ought to be. We believe, however, in vigorous and exacting standards of selection for admission to the teaching profession. We go further. We state categorically that the schools must attract a fair share of men and women of the highest quality not only to leaven the whole but to provide effective leadership alike in the profession and in educational thought; and if men and women of personality and character are to be induced to enter teaching, they will be so induced only by the conviction, first, that it really is a profession, treated as such by authority and so regarded by public opinion; second, that it occupies a key position in the nation's

educational strategy; and third, that its rewards are commensurate with that importance and in keeping with that position.

48. We have been impressed by the view set forth in several memoranda that the present processes of training teachers in England and Wales, and in some measure in Scotland also, result in a form of inbreeding. It is suggested that young student-teachers (and especially women) who go straight from school to college and from college back to school again, know too little of day-to-day conditions in the modern world to give complete relevance to their teaching. It is said that men suffer less in this respect because their National Service gives them an opportunity to gain a broader view of life.

49. We believe that in so far as this tendency to inbreeding in the teaching profession exists, it may in part be due to the limitation of the training course to two years. In any event we consider that for England and Wales a three-year course of training for the teaching profession is an urgent necessity. A three-year course would not only deepen the quality of a student's academic studies but also enable him to gain maturity by such experiences as visits to industry, the law courts, etc. In regard to Scotland, we suggest that women desiring to qualify as teachers of primary subjects should be under the same necessity as men of first obtaining a university degree. We are unable to agree that any part of the training period should be spent in industry; but we strongly support the view that closer liaison than has obtained hitherto between industry, the Youth Employment Service and the schools (through head teachers and careers masters) would resolve many of the difficulties at present experienced through ignorance in the schools of the conditions likely to confront children when they enter industry.

50. On the complex and vexed question of selection for grammar school education no simple pronouncement is possible. We are impressed, however, by the fact that in Scotland every boy or girl selected for admission to Leaving Certificate (i.e. grammar school) courses is in fact so admitted, and that both in Scotland and in England and Wales transfer of pupils from junior secondary and secondary modern schools to senior secondary and grammar schools has on occasion been made and made successfully. We do not hesitate to affirm that places should be available for all who qualify to occupy them, and that wherever transfer is justified it should be effected. The accident of the geographical location of a child's home ought not to determine—as in many cases it virtually does in England—whether or not he is to enter a grammar school.

51. We share the concern felt and expressed in many quarters over the premature termination of their formal schooling by able boys and girls who might with advantage both to themselves and to the nation have pursued their studies to a higher level, that is, to certificate stage or even beyond. A factor which undoubtedly induces some at least of these pupils to leave school early is the lure of the relatively high pay held out to the young worker by industry and the business world. At the time of writing we have reason to

believe that the maintenance allowances linked with advanced study are not keeping pace with the financial implications of supporting an adolescent in these changeful times. In this connection we recommend that, so long as a girl or boy continues full-time education, she or he should remain "in count" in the matter of family allowances.

52. It should not be overlooked that the progressive implementation of recent Education Acts has gone some way towards realising equality of opportunity. Hitherto emphasis tended to be laid specifically on the very bright pupil and more recently on the very dull pupil, and elaborate provision was made for their specific needs. But our school population, like the adult population of the country, is to be found by and large between these two extremes; and we note with satisfaction the increasing tendency to cater for the needs of the average as well as of the brighter pupil. We believe that rapid development along these lines will bring encouraging results, particularly if it be accompanied by genuine endeavour to improve the standing and to foster the tradition of the individual school, irrespective of its purpose and the place it occupies in the educational system. Mistaken parental beliefs and unrealistic parental desires will not be readily dispelled until the conviction becomes more general that it is psychologically and educationally unsound to ask a child to attempt what is completely beyond him, and that many children will gain more from success in a less academic course than from indifferent attainment in an academic course. Much remains to be done towards the enlightenment of parents in this matter, and we recommend fuller consideration of ways and means to that end.

53. We cannot envisage any single leaving examination which would be appropriate for a large percentage of secondary school pupils. To cater even for a majority of such pupils the academic standard of an examination would have to be so low as to have little real value, and the educational harm to some pupils might be considerable. There are some, however, who take the view that educational theory has too readily accepted the opinion that examinations should be taken by a minority only of secondary pupils. If so, the prohibition of the entry of pupils under the age of 16 for examinations other than the G.C.E. ought to be reconsidered.

54. It is employers who most feel the lack of some formal evidence of educational attainment to which they can refer when boys and girls come to them for employment. But if employers would apply to headmasters and headmistresses for confidential assessments of their pupils' capacities and characteristics, the difficulties in relation to standards of attainment which they now experience when considering candidates for employment would be met.

55. Nevertheless we are of the opinion that the whole of this question needs most careful study and ultimately a recommendation to the Minister of Education upon which he should take a decision. We regard the whole matter of incentives to achievement in school, especially in the new secondary modern school, as deserving of the fullest thought and study. Such further study might usefully be

extended to the fields of physical welfare and achievement. We welcome the manner in which schools have availed themselves of the opportunity for lively experiment and we should like to see more of it.

56. We believe that the case for a school-leaving age of 16 has been fully established and that a survey of its implications should be begun at an early date. We consider that the broad conditions necessary for the success of such a major development are: adequate school accommodation, an assured supply of fully qualified teachers, and well-tried courses and curricula that inspire confidence among pupils, parents and prospective employers. We should hope also that every endeavour will be made more firmly to establish the Youth Employment Service, which should be given the benefit of the best possible arrangements for training its personnel.

57. The raising to 16 of the school-leaving age would not of itself do more than begin to bridge the gap which, for the great majority of boys, now yawns between the end of school life and entry into National Service; in order to complete the bridge we need the county colleges for which the Education Act, 1944, provides. We have to face the fact that our educational system is incomplete—with the result that a great many boys and girls who leave school at 15 are never again brought into contact with any form of learning or serious reading. It is no wonder that there is sometimes despondency at the amount of knowledge which boys have been able to retain until the time when they come up for National Service at the age of 18.

58. Problems bound up with this three-year gap have haunted our enquiry throughout. As matters now stand, the gap operates as a major adverse influence on many young people. For a boy who has not been helped to develop a sensible attitude of mind, National Service looms up like a smoke-screen, obscuring the way ahead and discouraging any tendency to plan for the future; and for the girl standing by his side, whose future is bound up with his, the outlook is little better. So it is that for a boy under no continuing educational influence, with little idea of the nature or need of National Service, and no idea whatever of its potentialities for good, the years of the gap become the years of the short view and the "good time". "Let us eat, drink and be merry" is no new philosophy, and here it often finds fruitful ground.

59. As we have indicated, there are, so far as the law of the land is concerned, two things to be done, namely, the raising of the school-leaving age to 16 and the setting-up of county colleges. The Education Act provides for both, and cannot be fully effective without either; but the Act does not say which should come first. It may be that a choice will have to be made between the two. Should that prove to be so, we would observe that while the former makes complete provision for one of the three years of the gap, the latter makes partial provision for the first year and the full provision laid down by the Act for the second and third years. If a choice must be made, we hope it will be made with a sense of urgency; in our view the real danger lies in doing nothing—for the evidence

before us makes it clear that the absence of any form of requirement that formal education shall in some way be continued between the ages of 15 and 18 is working to the detriment of many of our boys and girls.

60. The field of extra-curricular activities is a vast one; but there is no doubt of the benefit to pupils and school. These activities help to discover individual aptitudes, to stimulate interest and to develop capacity. There is, however, no essential virtue in mere multiplicity of school societies and clubs. Indeed there is a danger that the pressure bearing on the older pupils in grammar and senior secondary schools from the combined weight of study and leisure pursuits may be excessive. In this connection the responsibility of the Universities is very real, particularly in respect of the demands of their scholarship and bursary examinations and the requirements of certain faculties. We suggest that these demands should be kept constantly under review in consultation with the schools.

61. It should not be forgotten that such older pupils may well be the natural leaders within their own community and may have activities and positions of relative responsibility outside their school. Conflict may therefore arise between the various interests which compete for the individual's loyalty. It is perhaps salutary for all concerned to reflect that it is the interest of the individual child that they are seeking to promote.

62. We cannot leave the subject of the child and his school without some reference to the evidence we have received testifying to a widespread unease concerning the difficult and controversial question of discipline and character training in schools. It is obvious that a measure of discipline is fundamental to an ordered society, and we ourselves believe that the inculcation of obedience to parents and teachers is an essential element in a sound upbringing. The ultimate goal of all character training is self-discipline, and this must begin at home and be fostered at school. It must be based on the acceptance early in life of a degree of legitimate authority exercised from without. In the inculcation of right attitudes the school holds a key position; therefore it is vital that conditions in schools should be such as to enable sound character training of the individual to take place.

63. We ourselves think it is true to say that, on the whole, the move in recent years from a strictly authoritarian method of teaching and discipline in schools towards a more individualistic and personal approach has had good results. We regard it as a noteworthy and valuable contribution to educational progress. We believe that in the majority of pupils it has built a worthwhile self-reliance. But in some children, increased freedom may have combined with less stable conditions in the home and life generally to create an attitude of mind which rejects all discipline as repugnant in itself, irrespective of its purpose or of the validity of the authority behind it.

64. But in assigning this major responsibility to the schools we must not forget the responsibility of the adult community as a

whole. Each generation conditions the next in its own ideas, values and beliefs. It follows that every adult has a responsibility for the society which we are all creating. The process of conditioning is largely unconscious on both sides. Yet at a time when many people seem to be drifting and confused, it is a matter of concern to thoughtful people to be aware of the habitual attitudes of mind which young people are absorbing from their environment.

65. Such undesirable trends as irresponsibility, apathy and work-shyness, where they appear, are symptoms of an underlying disease in society at large, and not only amongst the young; and while attempts are made to deal with the symptoms, it is essential that those whose special concern is the upbringing and education of children should be keenly aware of their own responsibility while seeking to understand why society exhibits such trends. It is by fostering a full and sound life in the home and the school that we shall find the answer to the troubles of delinquency and of indifferent standards of living and working which beset us to-day.

#### IV

### THE CHILD AND OTHER MORAL INFLUENCES

66. Many who have submitted evidence for this enquiry stress the need for a re-affirmation of moral standards based on the Christian way of life, or, for the Jewish community, on the Jewish faith. They testify to a lowering of those standards, and most of them attribute it to the weakening of the influence and authority of the Churches. This decline in religious belief and observance and the rejection of the disciplines which they connote have, it is said, profoundly influenced the community. Above all, the diminishing acknowledgment of religious sanctions has resulted in a lack of spiritual conviction and determination in grown men and women to supply what is needed for our children.

67. It cannot be denied that to-day many children find themselves confused and bewildered by the differences they detect between adult precept and example in matters of behaviour and conduct both at home and elsewhere. These inconsistencies discourage idealism, lower standards of decorum and lessen the response to adult attempts at guidance. Many parents do not subscribe to any particular creed or philosophy of life, and their children are liable to be brought up without positive teaching and example in the practice of ethical behaviour. But parenthood cannot be limited to nurture; its responsibilities extend to every aspect of the child's development, and to shirk any one of them deprives the child and may bring heartbreak to the home. If children and young people are to face and overcome the temptations and dangers which beset them to-day, they need all the backing which parents, teachers and a religious faith can give them.

68. In our view, therefore, it is of the greatest importance to children that they should have the aid to right doing and right thinking which a religious belief provides. We believe, further, that the ordinary person needs to give outward and visible effect to his belief not only in his everyday actions but also in prayer and worship with others. A child, in fact, needs to be brought up to take his part eventually as a full member in a unit of a religious denomination.

69. The lack of interest among many parents to which we have already referred leaves the schools as the only link with religion for their children. We have noted a considerable difference between England and Wales on the one hand and Scotland on the other in the denominational influence which can be brought to bear upon children through the schools.

70. In Scotland, a predominantly Presbyterian country, more than nine-tenths of the schools are publicly provided. The Managers of the comparatively few Roman Catholic and Episcopalian schools have since 1918 been empowered to transfer their schools to the local education authorities; the latter have the sole power of regulating the curriculum and appointing the teachers and also responsibility for all expenditure connected with the school. The teachers in these schools, however, have to be approved as regards religious belief and character by the representatives of the Church concerned, and the education authorities are required to appoint a supervisor of religious instruction approved by the Church to report to the authority as to the efficiency of the religious instruction given in these schools. The same provisions apply to new Roman Catholic or Episcopal schools which since 1918 have been or in the future may be set up either by the Church or by the education authority.

71. In Scotland, too, there is no ban on denominational religious instruction in other publicly provided schools, but equally there is no formal inspection. Thus the following arrangements may be found in Scotland:

- (a) the employment by an authority of a supervisor who is assisted by a number of ministers of religion; they act as voluntary visitors of schools, help with the instruction as may be arranged with head teachers and report to the supervisor, who reports annually to the Education Committee;
- (b) the appointment of a minister of any Protestant Church to be an honorary member of the staff of a school as its religious adviser and chaplain, to visit the school by arrangement with the head teacher and to assist in the religious training of the children;
- (c) the institution of school services in a convenient Church at such appropriate seasons as Christmas, Easter or the closing day of term; and
- (d) a series of conferences every year under the auspices of education authorities, at which teachers meet the chaplains

of the area for the discussion of matters of mutual concern. These conferences are held during school hours and teachers are released for the purpose.

72. In England and Wales conditions, history and tradition have combined to produce a different state of affairs. In 1943 and 1944, when the Education Act was passed through Parliament, non-provided schools and departments of the Anglican or Roman Catholic faith outnumbered the publicly provided schools and departments. Many of the Church of England schools, particularly those in rural parishes where no other school was available, had in course of time come to be attended by a high proportion of children of non-Anglican parents. Furthermore, appointments in the Church schools were in the hands of the Church Managers and no teacher could, in effect, serve in, or be promoted to be head teacher of, any of the 12,500 Church schools or departments unless he or she was a practising member of the Church concerned. The settlement under the 1944 Act, therefore, took a different form from that agreed in Scotland. First, it would appear that safeguards against possible victimisation either of children or teachers on religious grounds were given a more prominent place. Secondly, there emerged, in addition to publicly provided (or County) schools, three different types of non-provided schools, all of which had to be maintained by the education authorities, but in each type the control by the Church Managers over the teachers was in proportion to the amount of financial responsibility accepted by the Church Managers. Thirdly, as a rule, no regular minister of religion might be employed as a teacher in either a provided or a non-provided school.

73. It is true that there is opportunity in certain circumstances to withdraw children from their ordinary class for religious instruction in accordance with their parents' beliefs, that there is in every school (provided or non-provided) religious instruction and daily opening worship, and an agreed religious syllabus, drawn up, in much the same way as in Scotland, by representatives of Churches, authorities and teachers. It is also true that since 1944 there has been a growing interest in religious education among teachers, a growing number of specialist teachers of religious instruction, and an increasing beauty and variety in the forms of religious worship due to the interest, study and care of teachers. Yet the link between school and denomination is not so strong as in Scotland.

74. It is probable that in England and Wales the appointment of ministers of religion to visit provided schools to hear the instruction would never gain the approval of teachers. They would prefer the arrangement made in 1944 by which Her Majesty's Inspector may inspect it. The increasing goodwill which is coming about between the clergy and teachers, however, may lead to serious consideration of other Scottish practice. There are, in fact, in various parts of England and Wales valuable examples of "combined operations" between schools and churches *on equal terms* for the benefit of the young.

75. We are convinced that in all three countries the present situation demands that clergy, administrators, teachers and parents make a conscious and concerted effort to come together in firm partnership, and we should like to see further studies of what could be achieved within the present law towards the integration of religion with the life lived at home, at school and at work. In this process of integration leisure-time organisations may be able to play a useful part, for they are at the confluence of the experiences of home, school and work. Through their influence and activities young people can be given an appreciation of moral standards based on Christianity and so be helped to gain a sense of security and stability in a changing world.

76. In this matter of leisure-time activities we place much value on the great efforts of many Church workers to provide a wide range of social, cultural and recreational activities under Christian leadership. But in some areas these societies, fellowships and clubs are at a disadvantage because they receive little help from the public purse. There should be no withholding of public funds from youth organisations providing recreative facilities of the kind contemplated by the Social and Physical Training Grant Regulations, 1939, solely because they are part of, or linked with, the work or activities of a denomination.

77. Young people's passion for modernity must be met and the sense of challenge and gaiety must not be lost. To succeed with young people, demands must be made that require of them effort, self-sacrifice and a spirit of adventure; but, above all, the essentials of the Christian faith must be put before them with authority and conviction, as a reminder that this is the faith upon which the British way of life is founded.

78. Some of our evidence, as well as our own observations, suggests an increased interest on the part of young people in religious questions and the possibility that this denotes a general trend. We have been impressed, too, by the present increase in Sunday School attendance; but we have some doubt whether this can be taken as a symptom of a return to religion for we fear that many parents send their children to Sunday School for their own convenience. Furthermore, many children leave Sunday School at the point where, in the day school, they pass from the primary to the secondary stage. We are concerned by this failure to retain within the community of the Church a great proportion of those who are to be found as young children in the Sunday Schools. But it should be noted that it is a failure largely confined to city communities; in rural communities the picture is more hopeful.

79. Nevertheless, it is an encouraging fact that so many children have been and are under the influence of the Sunday School for some part of their lives. We believe that parents should be encouraged and helped to introduce their children to Christian teaching in this way. We believe, too, that parents would have more confidence in sending their children to Sunday School if more could be done to improve the quality of the work done there. But the one

sure and certain way of leading children into Church membership is for the whole family to worship together.

80. Children, we are told, are often pagans; their behaviour is dictated by the standards of the community, tempered by expediency. But, as a rule, they are open-minded pagans prepared to be interested in religion suitably presented; and even the toughest is conscious of a need for some spiritual background. Undoubtedly there are many young people to-day groping for help and guidance in matters of faith and conduct, and there is considerable sampling of the Churches. This we believe offers them a challenge and an opportunity.

## V

# PHYSICAL ENVIRONMENT

81. Despite the improved standard of living which most families now enjoy, many children still live in crowded, and even condemned, houses and tenements. Far more of them than is recognised live in conditions of squalor and moral danger. No matter how well hygiene and parentcraft are taught in school or youth organisation the effect is nullified by the evil conditions in which so many children live; and while we recognise the current conflict of needs between quantity and quality in the building of new houses, we would urge most strongly that the need for privacy and quiet should be acknowledged and that there should be sufficient living space for every member of the family.

82. In London and other large cities the increasing number of flats present their own problems, and more particularly the problem of finding safe playing-space for the children. On nuisance grounds some children are almost thrust out of tiny flats and packed rooms for all but food and sleep. The nearness of neighbours militates against good discipline in the home, and children early discover that they can often get their own way by making a nuisance of themselves. Mother will quickly give in rather than let neighbours be disturbed.

83. To those who have gardens or who live in detached or semi-detached houses their children's leisure presents fewer problems; but there is reason to believe that nearly half the children of this country habitually play in city streets. Each year nearly 800 children are killed on the roads and some 9,000 seriously injured—and of these many, when knocked down, are playing games.

84. But apart altogether from any physical dangers which may beset a child in the streets there are moral dangers. City streets are physically cleaner than once they were, and it is now exceptional to see drunkenness there or the rags of abject poverty; yet great harm can be done to children by the prevailing tone of those city streets in which lurid cinema posters and the pin-table saloon compete for

the child's attention with the horror-comics and near-pornography displayed in the furtive shop window round the corner. It is estimated that children commit more offences in the streets than in any other place, and everything possible should be done to provide alternative places where children can play safely, freely and adventurously. Children need opportunities for adventurous and creative play if only because boredom may give birth to delinquency—for it is in the street that children get caught up in those senselessly destructive juvenile gangs which so often harbour the seeds of graver misdoing. The street is the concern of us all, and each of us bears a responsibility for the child in the street. It is a responsibility we do not always recognise.

85. We desire to pay tribute to the many teachers, and particularly those in secondary schools of all kinds, on whose voluntary efforts depend so many out-of-school activities for the leisure-time of children. But it is not always realised how much unoccupied time many children have when they are not in school. Most children in their 'teens can now have nearly fourteen weeks of holiday, with Saturdays and Sundays free and unoccupied throughout the year. Even in term time, those at non-selective secondary schools in England and Wales and junior secondary schools in Scotland are free by half-past four in the afternoon and rarely have school homework to do. For these, as well as for younger children, there is scope for experiment in the provision of space and equipment for hobbies—some of which they could use and pay for on an *ad hoc* basis.

86. The few attempts to provide junk or adventure playgrounds have shown vision and initiative, but lack of support has brought most of them to an end. As a short-term policy for meeting the needs of the present generation, it is worth considering whether more of the bombed sites in the great cities could not be roughly fenced and lighted and provided with, say, a lock-up hut containing a variety of tools so that children could have space and equipment to play games of their own invention. Similar provision of equipment might be made in smaller communities where a site is available. Such experiments need adult assistance and local support, and cannot succeed where vision and improvisation are lacking.

87. There is an obvious and crying need for playing-fields and swimming-pools for more strenuous exercise. Such exercise provides a safety valve for aggressive energies and high spirits and gives an opportunity for enjoyment and physical development now denied to the great majority of children and young people. The child of to-day, better fed and better cared-for, has more surplus energy, and to that extent is likely to be more of a nuisance if there are not suitable outlets for that energy. Apart from football and cricket for some boys, children seem to take part in very few games and sports outside school; girls, in particular, appear to be far less well catered for than boys. Where other facilities are not possible, we strongly recommend the provision of swimming-baths where boys and girls can enjoy strenuous and healthy exercise throughout the year. The State has done much to improve children's diet; but so far too

little has been done to ensure that they can enjoy the natural satisfaction of getting healthily tired in pleasant surroundings.

88. For children living in flats or houses without gardens there is often no playground or park within easy reach. Where there is a park, it may lack provision for children of different ages to play their own types of games. More playgrounds are needed away from main roads, notably playing-fields for older children—with space both for formal games and for unorganised play—and play centres very near home for the use of younger children. We regret the closing down through lack of public support of such an excellent experiment as the Bermondsey Children's Flats which, although it was indoors rather than out, made an approach to the child in close touch with his family and his own community. Within the tenement blocks where the children lived these flats offered them opportunities otherwise lacking of discovering constructive uses for their leisure.

89. Again, in the building of new blocks of flats the need for attractive and suitable playground provision for children is often overlooked. But the few imaginative experiments that have been made by both public and private enterprise are well worth examining and could suggest ideas for new building projects. They are well described in the report on this subject issued in December, 1953, by the National Playing Fields Association for the Ministry of Housing and Local Government.

90. We know that the amount of actual space available is less to-day than pre-war, and that there is now more intense competition between housing, industrial building and agriculture. Moreover, the problem is one not only of space but also of surface. Recreational areas are needed for all ages, all weathers and many different games, and we would recommend that thought should be given to the provision, both outside and inside school grounds, of surfaces alternative to grass.

91. Generalisations about physical exercise at school are usually unwise; but it is probably true to say that, while a reasonable percentage of school children get *some* organised physical training, it is not possible under present conditions (including shortage of qualified teaching staff) for them all to have it. It is the country schools which chiefly suffer from the shortage of qualified teachers of physical training. But the country child has the compensation of natural surroundings which invite him to range abroad in the open air. By contrast there are still too many town children having little access to the country or country life.

92. Interesting experiments are being tried in some city schools for introducing city children to the country—as, for instance, in the residential schools run by Glasgow Corporation and other education authorities, where children can spend a month at a time in country surroundings. In Glasgow, too, where children live far away from parks, special buses are sometimes made available to take them there. Opportunities offered to the many as they grow older by such organisations as the Boy Scouts, Sea Cadets and the Youth

Hostels Association and to the comparatively few by such ventures as the Outward Bound Trust or the Scottish Industrial Sports Camp are of real value, not only because they encourage a love of travel and of the countryside, but because they stir the spirit of adventure which in some children lies dormant for lack of opportunity, or in others deviates into delinquency. We hope that increasing advantage will be taken of the opportunities offered by such enterprises and that they will be encouraged and assisted to extend their activities.

## VI

### THE CHILD'S LEISURE

93. To-day there are handsome profits to be made out of children's pocket-money. As compared with fifty, or even twenty, years ago, children have much more money to spend and more inducement to spend it; nor is it now customary for parents to control children's spending as closely as in the past. The commercial world, always on the alert for new markets, has not been slow to exploit this one, sometimes without scruple or care for the possible effect on the child—as witness the baser examples of the so-called “comics” which, whether they specialise in sadism and the macabre or concentrate on appeals to adolescent sex-impulse, are utterly vile. We warmly welcome the recent awakening of the public conscience in this matter.

94. The modern child is subjected to the influence of the commercial world through many media—newspapers, magazines, advertisement hoardings, the radio, the cinema and television. It invades and permeates his home; it surrounds the city child in the street; it haunts him even on the Tube escalator, where he will learn that for the culture and civilisation to which he is heir, the control of feminine contours is a matter of major concern.

95. Despite the growth of radio and television, it is probably still true to say that of the media we have mentioned the printed word remains the most widespread and influential—and certainly so for those children and young people who are more than merely literate. For those who are barely, or less than, literate, the printed word will operate mainly through the captions, headlines and strip-cartoon “balloons” which may be their sole reading.

96. For our present purpose we have thought of printed matter—books, newspapers, magazines and the like—as falling into three main groups, namely publications produced primarily for adults, for adolescents and for children. Newspapers and magazines for adults are readily seen and often read by children. In some of them there is a tendency to give prominence only to what is unusual and to exaggerate it into the sensational. The accent is on crime, violence, sex, immorality, gambling and the horrific. The criminal

aberrations of some hapless half-wit command banner-headlines on the front page, while happenings of national, or even international, significance are disposed of in a couple of paragraphs obscurely buried in the body of the paper. This gross distortion of values cannot fail to influence for the worse the ideas forming in the mind of the growing child.

97. The question of the "comics", to which we have already referred, has engaged the attention of public, Press and Parliament. It has also aroused active concern in the U.S.A. British newsgents in conference have spoken strongly against the publication of "horror comics" and in so doing they have aligned themselves with the growing public opinion that led to action to protect our children from this evil influence. While we are conscious of the dangers inherent in any form of censorship, with its potential threat to the freedom of the Press, there was ample evidence to show that in this matter freedom had been abused to an extent no longer tolerable.

98. In the long run, the surest way of combating this particular evil is by the education of public taste and the raising of Press standards. Home and school have a responsibility to advise children in their choice of reading and so to train and educate them that they will choose well. It is to be hoped that, rejecting sensationalism as a policy, the Press itself will play a positive part in improving public taste. We do not wish to see children conditioned to the "headline" habit of reading.

99. In regard to books, we consider the Public Libraries should try to make better provision for adolescents. All of them, of course, cater for adults and many have built up excellent libraries for young children; but between the two there is often a regrettable gap because no serious attempt has yet been made to differentiate between the needs of young children and adolescents.

100. In recent years there has been a tendency to pillory the cinema as a bad influence on children; it has even been roundly accused of positively promoting juvenile delinquency. But to blame films is too easy a way of shifting responsibility for the anti-social behaviour of children; in fact there is no body of evidence which would link delinquency directly with cinema-going. Nor would it be fair to the British film industry to forget the numerous first-rate films which have been made and shown in this country during the last few years, or the admirable work done by the Children's Film Foundation.

101. In so far as films are harmful to children, their influence is probably insidious rather than obvious; the real effect is not so much that of the X film as of the persistent affirmation of vulgarity, triviality and escape as the ends of life: moreover the cinema, in common with radio and television, tends to induce in both adults and children a mood of permanent spectatorship. If more were done to educate the young to be critical and selective in their approach to the cinema, they might spend fewer, but more profitable, hours there.

102. In striking contrast to the radio, the effect of certain films on the speech of children is, to say the least, unfortunate. It is painful to hear the degradation to which that noble instrument, our native tongue, is sometimes subjected in the cinema. The crude, clipped, almost vestigial vocabulary of the tougher type of film hero appears to make an irresistible appeal to many children; admiring the toughness, they adopt the language of its exponents. The reading of "comics" aggravates this tendency.

103. In our view, the right approach to the cinema in relation to its influence on children is by way of encouragement rather than repression. We do not, for example, think anything would be gained by seeking to limit the right of the family to attend what films it will by extending the existing prohibitions; but we believe there is room for more guidance by an extension of the positive classification of films; there is also need for a strict enforcement of the current rules regulating the admission of children to cinemas, comparable with the strict enforcement of the rules regulating the admission of young persons to public houses. Particular attention should be given to the situation which arises when a child, admitted by himself to a "U" film, may remain to see an "A" film.

104. The making of more and better films specifically for children should be encouraged. Many of those made in the past have been highly successful; but for want of money not enough of them are made: they can exert a beneficial influence on children, and money invested in them would be well spent. The cinema has sometimes shown us the lives and deeds of saints and heroes; of those who have "done the State some service"; of those who have lived rather for others than for themselves. It is to be hoped that there are many more such films to come.

105. Radio and television in Great Britain have hitherto maintained a good standard. But some programmes, particularly on television, are unsuitable for children. This is a matter which can best be tackled at home by the family itself along with the problems of noise, laziness and late hours to which constant listening and "viewing" may give rise. As children grow up they may be expected to taste programmes more widely. There are not many specifically provided for them, though there is one at the present time which seems admirably conceived, "The Younger Generation". What we would like to see is more guidance to people of adolescent age as to programmes which might attract them.

106. There is one influence which has in our time invaded millions of homes in this country; we refer, of course, to the football pools. Participation in the pools is not permitted for young people under 21; but since the filling up of the weekly coupon is so often a family affair, many children become conditioned to the pools habit at an early age. To our mind the danger of the pools habit for school children is that it may set up a wrong sense of values, encourage the "something for nothing" attitude and distract them from more worthwhile matters.

107. Radio and television make their mark on the child when he is at home. But, as we have already said, for the city child there

are other agencies at work in the street—the street, of which an important association has said:

“The ‘Street’ and all that it implies, is one of the strongest, and certainly the most incalculable, forces in many children’s lives to-day; all that the street has to give, both good and bad, is perhaps the greatest of all the great changes that have come to pass in the lives of young people.”

It is there the child will find the chain stores at whose open counters the habit of petty pilfering so often begins; there, too, are the amusement arcades, the fun-fairs, the billiards halls and the pin-table saloons into which he can wander at will and in which he may well acquire the beginnings of the gambling habit and that “something for nothing” philosophy of life which, we are told, has become more prevalent since the advent of the Welfare State. Many of the adults who haunt these places are of a most undesirable type, and we are strongly of opinion that the admission of children should be strictly prohibited.

108. We believe that much could be done to mitigate the troubles which arise because so many children are left at a loose end in city streets, by implementing as soon as possible the policy with regard to leisure-time facilities for school children which the Ministry of Education adumbrated towards the end of the war.

109. On 10th November, 1944, the Minister issued a circular to local education authorities (Circular 13) in which he drew attention to the terms of Section 53 of the Education Act, 1944. This Section imposes a duty on each local education authority to provide “adequate facilities for recreation and social and physical training” for, amongst others, children of school age. The Section also requires a local education authority, in making this provision, to “have regard to the expediency of co-operating with any voluntary societies or bodies whose objects include the provision of facilities or the organisation of activities of a similar character”. A Scottish Circular (No. 56) in similar terms was issued by the Secretary of State for Scotland on 8th February, 1946.

110. These circulars stressed the importance of providing school children—and more particularly those of 11 to 14 years of age—with facilities for healthy leisure-time activity and asked local education authorities to review the position in their areas and inform the Ministers of the steps they proposed to take in order to meet the needs disclosed by the review. The policy outlined in the circulars was powerfully reinforced by the Second Report—“Out of School”—of the Central Advisory Council for Education (England) which was published in 1948. That report recommended the Minister of Education to “make an urgent appeal to local education authorities to apply their powers under the Education Act so as to increase and improve by every possible means facilities for the play and recreation of children out of school hours”. As examples of the kind of facilities which were needed, the report instanced junior clubs, play centres, junk playgrounds and children’s flats; it was also suggested that concerts, plays and exhibitions for

children out of school hours might be organised by the Arts Council and other appropriate bodies.

111. Unfortunately for circulars and Report alike, the recommendations therein made fell to be considered when this country was running into serious economic and financial difficulties. These prompted the issue on 7th December, 1951, of yet another circular; this was Circular 242 which, in effect, reversed the policy of Circular 13 by urging local education authorities to curtail their expenditure under Section 53 of the Act. Economy Circulars (Nos. 169 and 231) on similar lines were also issued by the Scottish Education Department.

112. Elsewhere in this report we have stressed the responsibility of parents for their children, whether at work or play, and we would stress it again. Nevertheless there is also a responsibility on the community to provide recreational facilities for children out of school. Now that Circular 242 has been withdrawn and more money is being made available for the educational services we consider the time has come to implement the policy laid down in Circular 13 on the lines suggested in "Out of School". In the long run it may come cheaper than maintaining young delinquents in gaol or borstal.

113. The influences we have considered above, apart from books and the Press, are in the main the creation of our own time, in scale if not in kind. They have come upon us at a speed which has outstripped our capacity to recognise and cope with the new problems they present. There is little doubt that in some respects our children have suffered injury because of our failure to recognise in time the potential ill-effects of the new influences which environ them. We believe, for example, that the effects of the growing exploitation of the children's market by the modern commercial world have not yet been fully examined and assessed, and that we should try to see where that exploitation is leading us—rather than wait until it has produced for us more problems akin to that of the "comics". It is in this field that the pressure of materialism on children is strongest, and it is here that constructive counter-measures are most urgently needed. And once again, at the risk of being wearisome, we must repeat that this too is an adult responsibility.

## VII

## CONCLUSION

114. We end as we began by affirming the personal responsibility which each one of us bears for the well-being of our children and young people. So often our evidence has shown that at the source of a child's trouble has lain the inability or failure of an adult to do his or her duty by the child at some critical moment. It has shown that the basic forces behind the good influences on

children are, now as always, first and foremost the personal love and interest which has its roots in home and family and, after these, that sense of vocation and professional integrity which distinguishes the work of so many teachers, youth leaders, social workers and civil servants. It has shown, too, how often the driving force behind the bad or dubious influences is money-making; and while love may lapse and conscience slumber, the itch to get money operates all round the clock.

115. We know that in many ways the current climate of thought and opinion hampers the healthy growth of a sense of personal responsibility. The echoes of war and violence are still in our ears. We are conscious of living under perpetual menace—ranging from the menace of traffic in city streets and of inflation in our domestic and national economy to that of final and catastrophic extinction. It is a climate unfavourable to taking the long view, yet at the same time it inspires a craving for security; and since for many it is money alone which spells security, it is a climate in which materialism flourishes like the weed it is.

116. But this climate of thought and opinion, based on contemporary values, is not an accident; it is the direct outcome of ideas and values to which we of the older generations have become conditioned and are now passing on. For society is what we are—and reflected in its values, as in a mirror, we may see our true image. If for a moment we pause to scrutinise that image more intently than is our custom, we may well conclude that the adverse influences on young people are so clearly a part of some larger social malady that it will avail us nothing to treat them in isolation. But, no matter how deep the roots of the trouble may go, we remain responsible for what we are. We are still accountable for the influences, good, bad and indifferent, which mould the characters of those who come after us. If we are to discharge that responsibility, we must first understand and then accept it. The challenge of the atomic age imparts a new urgency to all our problems. It is not enough to hand on to our children the values and ideas which have produced the world of to-day. We must rediscover the sense of personal responsibility for what we do, both as individuals and as a community, and with it that integrity of faith and purpose which alone can support its burdens.

(signed) JOHN MORRIS (*Chairman*)  
ROBERT BELOE  
ROBERT DALTRY  
WILLIAM McL. DEWAR  
DIANA READER HARRIS  
RICHARD HICKMAN  
ERIC JAMES  
HAROLD MELVIN  
MARGARET PRINGLE

# PART III

## THE REPORT OF WORKING PARTY "B"

### THE PERIOD AFTER LEAVING SCHOOL: INFLUENCES OF EMPLOYMENT

THE MEMBERS OF WORKING PARTY "B" WERE:

#### *Chairman*

Sir HAROLD WEST, C.I.MECH.E., F.I.I.A., J.P.,  
Vice-Chairman and Managing Director, Messrs Newton Chambers  
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R. T. CHAPMAN, Esq.,  
Personnel Manager, Messrs Baker Perkins Ltd.;  
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J. B. LONGMUIR, Esq., M.B.E.,  
Manpower and Welfare Department, National Coal Board;  
Member of Advisory Council, Scottish Education Department;  
and Chairman, Bridgeton Juvenile Advisory Committee on  
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Miss E. M. PEPPERELL,  
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Welfare Officer, Carreras Limited; Fellow Institute of Personnel  
Management.

GRAHAM SATOW, Esq., O.B.E.,  
Local Director, Messrs Stewarts and Lloyds Ltd.; Vice-President  
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Industrial Education; Chairman of Board of Outward Bound  
Mountain School (Eskdale).

G. B. THORNEYCROFT, Esq., C.B.E.  
Late General Secretary, Transport Salaried Staffs Association.  
(till 2nd February, 1954)

#### *Secretary*

G. N. RODGERS, Esq., B.A.,  
Messrs Newton Chambers and Company Limited.

## INTRODUCTION

We were constituted as Working Party "B" to study the influences of employment on young people in Great Britain.

That study, we soon found, could not be undertaken without regard to pre-employment influences, leisure-time influences and, for boys, the influences of prospective call-up for National Service. It was further conditioned by the infinite variety of jobs into which young people go, each with its own particular set of influences quite beyond detailed enquiry. Our objective has therefore been to isolate certain general influences common to most branches of employment and, as a basis for our recommendations, to uncover those major frustrations which seem to prevent young people from giving of their best in their job.

We are convinced that the main purpose and satisfaction of life lies in work in the service of one's fellows, and attribute many frustrations where they arise to lack of preparation for work and to management failure to appreciate the special interests and needs of young people.

We see preparation for work, and the production of a positive attitude to work, as the joint responsibility of all those in a position to influence young people before they start work, including parents, schools, Churches and youth organisations.

We think the school is the most powerful influence in preparation for work, more powerful perhaps than that of parents, since it is the schools themselves which train the parents of a generation ahead. We are sure that this responsibility of the school to prepare its pupils for work, which will occupy the greater part of most days, as well as for leisure, involves a re-examination and eventual re-formulation of our national educational policy and curriculum, both as regards school life and the early years at work.

A heavy responsibility for the boys' or girls' attitude to their working life falls upon the manager under whose immediate control they come. His first objective must be to win their confidence, remembering that most of them really are idealists and ready to respond to the appeal which in some way matches their ideals. Young people believe much more, and are more receptive, than many managers and foremen generally suppose possible; often they are most surprised to find their ideals shared by older men and women. For their part, teacher, manager and youth leader alike can often surprise the boy or girl by appealing to a higher philosophy of life, and this leads to greater confidence and co-operation.

The manager should make a great effort to explain to the boy that the arrangements made for his early life at work are made for his own good. A continuing interest in his career must be apparent, as must be the ladder of promotion, with periodic consultation as

to his progress. An effort must be made to take into consideration the needs of the boy himself as well as the situation of the business when deciding on any change. Above all, the manager must appreciate how susceptible the boy is to adult influence at those times which seem to him of greatest importance in his life, as for instance when he changes his job or supervisor, or is called to National Service. At these critical times in the boy's or girl's life frustrations are most likely to arise, and the manager's responsibility is at its greatest.

Our recommendations are made with the object of resolving frustrations where they arise in young people at work. We have reproduced as a preface to our report certain of what we consider to be our more urgent recommendations, particularly those we would submit to Ministers of the Crown and to agencies concerned with the upbringing of youth, but we hope that our other suggestions and recommendations not so extracted from the body of our report may receive sympathetic consideration by the individual reader.

## SUMMARY OF RECOMMENDATIONS

### *We recommend that:*

1. More emphasis should be placed, at home and in the school, on preparation for work and the production of a positive attitude to work. The Minister of Education, the Secretary of State for Scotland and Her Majesty's Inspectors should therefore assume responsibility for advising and guiding local education authorities in developing as a vital part of school life a concept of work as an essential contribution to the health and wealth of the community.

(Para. 12)

2. The Minister of Education and the Secretary of State for Scotland should ensure that the training of teachers is broadened to include substantial understanding of working conditions, so that the tendency for a teacher's experience to be limited to the sequence of school, training college and a return to school, becomes the exception rather than the rule.

(Para. 13)

3. Local education authorities should extend facilities whereby more teachers and carefully selected pupils (not necessarily confined to the last year at school) are able to familiarise themselves with the kinds of employment available locally; and employers should be encouraged to grant facilities for regular visits to their establishments as a means of increasing the teachers' knowledge of working conditions and so enabling them to draw freely on local illustrations and examples known to young people.

(Para. 14)

4. Educationists, Youth Employment Officers and representatives of employers should co-operate to re-examine the whole subject of reports for those who leave school at the statutory leaving age.

(Para. 15)

5. The Youth Employment Service should be further expanded and developed, particular attention being given to:

(a) the development of training facilities for Youth Employment Officers and the improvement of their conditions of service;

(Para. 19)

(b) the issue of more effective literature showing young people how to apply for jobs and how to use the many available facilities for further education;

(Para. 20)

(c) the extension of the employer's statutory duty to include reporting to the Youth Employment Service the entry and discharge of all young people under 18; the proposed arrangements for their training in the job; and the opportunities to be made available for further education.

(Para. 22)

6. All the agencies influencing the policies of employers of youth—including the Minister of Labour and National Service,

employers' associations and Chambers of Commerce—should stress to them “that the responsibility for watching over the industrial life of every juvenile rests primarily on the employer”. (Para. 29)

7. Those same agencies should be invited to support the concept that the early years of employment should be of real educational value to all young workers, whether or not apprentices, and that every employer has a national and social responsibility not only to give occupational training but also to provide facilities or allow time off for further general education, including some physical education. (Para 31)

8. For those who are not apprentices, and in addition to continuation education, training schemes or schemes of “learnership” should be greatly extended in industrial establishments. (Para. 36)

9. Further action should be taken to implement those sections of the Education Acts of 1944 and 1946 proposing the establishment of county colleges and junior colleges; and employers' associations, Chambers of Commerce and Trade, trade unions and local education authorities should be encouraged to do everything possible to increase facilities for day release. (Para. 37)

10. The existing legislation applying to young people at work should be examined with a view to codification and regulations effectively enforced to protect their health and safety, in particular:

(a) The recommendations of the 1949 Gowers Committee as they affect the physical conditions and hours of work of young people should be re-examined with a view to legislative action. (Para. 38)

(b) Steps should be taken to increase the effectiveness of the inspectorate of factories and other places of work. (Para. 39)

11. The Committee recently appointed by the Minister of Labour and National Service to advise on the development of industrial health services should consider as a matter of urgency the special problems of health services for young people. (Para. 40)

12. Employers should, where practicable,

(a) set up leadership and training schemes specifically for girls, and

(b) consider girls for more responsible jobs at an earlier age than hitherto. (Para. 41)

13. The Ministers of Defence, Labour and National Service, and Supply should keep under constant review measures to equate as far as practicable civilian and Service trade requirements. (Para. 42)

14. The Minister of Labour and National Service, the Minister of Education, the Minister of Defence and the three Service Ministers, the Secretary of State for Scotland and representative employers should jointly investigate how the boy or young man can

best be educated in a positive attitude towards compulsory National Service, and how this attitude can be maintained through continued education in the Forces. (Para. 43)

15. In order to provide continuity of attention to the problems of young people, in which are included the problems of young people at work; to combine the efforts of all those agencies capable of influencing youth; and to ensure co-ordination of responsibility and action at the highest ministerial level: there should be set up a National Joint Advisory Council for Youth, responsible to the Lord President of the Council and embracing as members representatives of employers, trade unions, teachers, Churches and voluntary organisations, with representatives of the Ministries of Education, Health and Labour and National Service and of the three Services, as assessors or liaison officers. The first function of this national body would be to consider how best to act upon the recommendations of the report of King George's Jubilee Trust on the influences affecting young people. Thereafter the responsibility of this body should be continuing, and should include concern for and investigation into the problems of transition referred to in our report—from school to work, within industry, from industry to National Service, and return to civil life. (Para. 45)

# REPORT

## STARTING WORK

1. Every year some 600,000 young people<sup>1</sup> in Great Britain start work, and in many ways their first day at work is the most important day of their lives. For them, it marks the beginning of adult status and, with the first wage packet, a step towards emancipation and self-support. For parents, it is the day when children cease to be entirely dependent. For teachers, it is the day when the tutelage and training of school is first put to the test in the world of industry<sup>2</sup> and commerce. For employers,<sup>3</sup> it is the assumption of responsibility for the industrial life of the young people they recruit. For the nation, more young citizens begin to add their contribution by way of goods or services to the national wealth.

2. At best, this first day at work can be the thrilling and exciting prelude to a happy and productive working life; at worst, the introduction to a life of boredom, frustration and social uselessness. As a Working Party charged with enquiring into the influences of employment on young people, we soon decided that our main concern would be to uncover as far as we were able those frustrations which hinder them in giving of their best, for boys up to the entry into National Service, for girls until their twenty-first birthday.

3. Of these 600,000 more than half a million recorded by the Youth Employment Service start work at age 15, 16 or 17, and of these nearly 450,000, or 75 per cent, start work at 15. Chart I illustrates how this figure is likely to rise year by year until 1962, as the post-war increase in the birth rate takes effect.<sup>4</sup> We decided, therefore, that in our enquiry we must first concentrate on the 15-year-old school leavers—the product of the secondary modern school—as this was by far the largest age group starting work and the most likely to experience any frustrations arising from employment. This conclusion was confirmed by the 1951 census of England

<sup>1</sup> In our report the terms "young people", "young person", "boy", "girl", "youth", carry no special connotation, but apply in their appropriate context to all up to the age of 18, and in some cases beyond. We note that the term "juvenile" is no longer current.

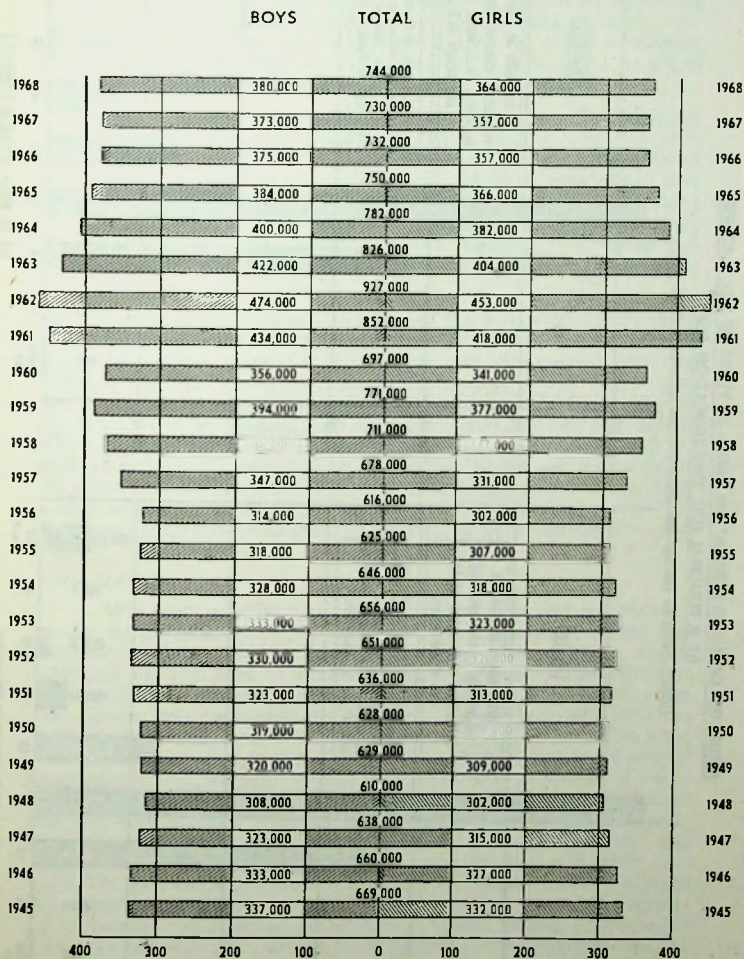
<sup>2</sup> "Industry" is used to mean all types of employment listed in the Ministry of Labour standard industrial classification (i.e. including agriculture, mining, distribution and services in general), except where the context indicates that it refers to the manufacturing industries only.

<sup>3</sup> The term "employer" is used in the widest sense to denote anyone responsible for young people in employment and thus includes all levels of management in industry and commerce.

<sup>4</sup> By our terms of reference we have not undertaken any original statistical research, but have based our charts and tables on the latest published and generally available statistics given in Government and official publications, with the exception of Chart I (Estimated number of persons in Great Britain attaining the age of 15 during the period 1945 to 1968), for which we are indebted to the Government Actuary and the Registrar General. The figures quoted are the latest available at the time we came to consider them. Certain of them have been compared with more recent figures now available, but the variations are not significant as far as our deductions are concerned.

**ESTIMATED NUMBER OF PERSONS IN GREAT BRITAIN  
ATTAINING AGE 15 YEARS DURING THE PERIOD 1945-1968**

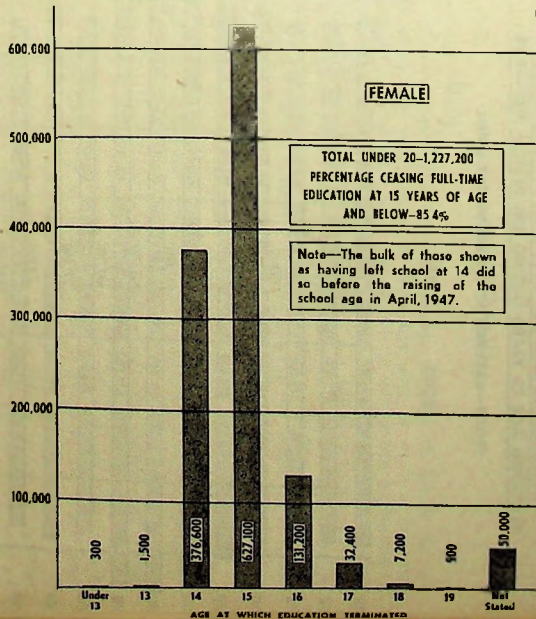
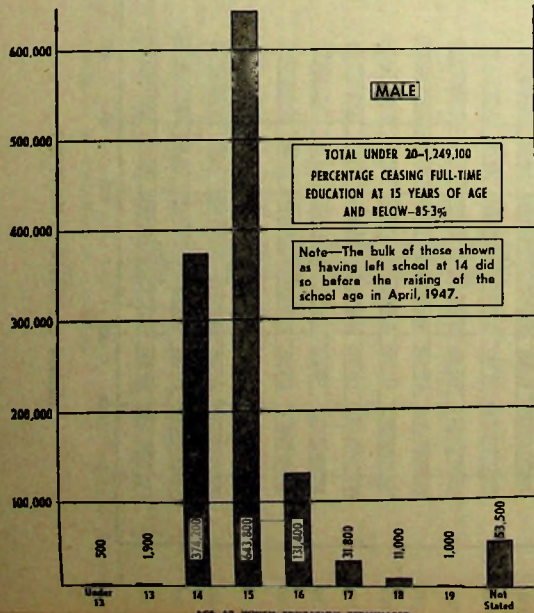
SOURCES—GOVERNMENT ACTUARY AND REGISTRAR-GENERAL



**ESTIMATED OCCUPIED POPULATION UNDER 20 YEARS OF AGE, CLASSIFIED  
BY 9 TERMINAL FULL-TIME EDUCATION AGES**

CHART II

(SOURCE—CENSUS OF ENGLAND AND WALES—1951—ONE PER CENT SAMPLE TABLES)



and Wales, and Chart II suggests that of the occupied population under 20 years of age, more than four out of every five workers, boys and girls alike, finished their full-time education at the age of 15 or earlier.

4. We first noted that certain beneficial influences operating during school life could not normally be expected to carry over into working life. The boy or girl going into the small workshop, office or retail establishment would certainly miss some or all of the benefits generally associated with school life, such as:

(a) membership of a community planned expressly for physically and psychologically immature young people, with its own sheltered morale and idealism; (b) the "group" influences of class life and team activities; (c) physical education and organised games; (d) periodic medical and dental inspection; (e) incentives to progress, and the measuring of progress by tests, examinations, prizes and end-of-term reports; (f) a cooked and dietetically sound midday meal; (g) library and other cultural and recreational facilities.

At the same time, general education of the kind enjoyed by those who stay on at school virtually ceases. Certain of these influences begin to operate again for boys when they enter upon National Service, e.g. the "group" influence; a graduated course of training; regular medical inspection; physical education and recreation. But we found that perhaps as high a proportion as one boy out of four did not come under the influence of national or regular service, mainly by reason of medical unfitness (one in ten), or of exemption on occupational grounds—agricultural workers, coal miners, merchant seamen (one in ten). We felt that this three-year gap (five or more if deferment was granted) offered cause for serious concern.

#### FRUSTRATIONS

5. We next examined the published or recorded criticisms—made by parents, teachers, educationists, churchmen, social and welfare workers and by employers themselves—alleging shortcomings on the part of management in general in fulfilling its responsibilities towards young workers. During this examination we agreed that the available literature dealing expressly with the influences of employment on young people, much of it in the form of conference reports, was not extensive, and that, in spite of several excellent and significant special researches into problems of vocational guidance, attitude to work, work capabilities, frequent change of job, and kindred subjects concerning young people at work, the research situation as a whole was patchy and inadequate, and many statistical conclusions valid for one locality only. We also found it impossible to establish from the available resources a comprehensive and coherent set of national statistics covering the education, health, employment and leisure of young people. At the same time we felt that, in fairness to employers, who provide work for more than 20 million out of a total population of 50 million, there

appeared to be some startling misconceptions by sections of the community as to the purpose, organisation and working of an industrial system which has not only produced the high standard of living of to-day, but, according to the Chancellor of the Exchequer, could be geared to provide a considerably higher standard for the future.

6. In memoranda submitted to King George's Jubilee Trust we found allegations that there were some managements who, through ignorance, insensitivity or neglect, did not meet their obligations to their young employees, in that they failed to appreciate the limitations of age and of physical and mental development to which school life is adapted, or who required their young workers to spend their day on dull and monotonous jobs, possibly for long hours, or to work under bad, even noxious or dangerous conditions. The Gowers Report (1949) on Health, Welfare and Safety in Non-Industrial Employment and Hours of Employment of Juveniles has drawn attention to the lack of the elementary facilities of space, light, heating, ventilation and sanitation in many offices, and in his latest report H.M. Chief Inspector of Factories expresses concern at the increase in the number of accidents to young people, many of which arise either from disregard of the safety of young people or from entrusting them with intrinsically unsuitable duties or processes. But even under optimum physical conditions overwork and underwork alike may well damage morale. Disproportionately high wages offered for unskilled jobs tend to draw boys away from apprenticeships, while "piece rate" and "payment by results" systems encourage physical overstrain and scamped work, especially if the young worker joins a team or gang qualifying for a bonus, when he may find himself under considerable pressure to maintain the pace of the team. Management fails in its duty if it does not do all it can to protect young people from the risk of disillusionment on first contact with the "materialistic outlook" of industrial life and with ethical and moral standards different from those of the school, and from the risk of infection by adult influences such as gambling, swearing, pilfering, loafing, and even active subversion.

7. To such active and admittedly bad influences on boys and girls at work must be added those omissions or neglects on the part of otherwise sincere and conscientious employers which are likely to cause frustration. Failure to realise that not only the change from school to work itself is a crisis for most young people likely to involve physical and mental strain, but also subsequent changes of job or supervisor and, for boys, entry into National Service; failure to match as far as possible aptitudes with job requirements when recruiting and placing young workers; failure to provide an imaginative introduction to employment, followed by adequate and enlightened training<sup>1</sup> and supervision on the job; lack of management interest in young employees as individuals and, where possible, in their leisure time activities (for many the subject of their thoughts

<sup>1</sup> "Training" is used to mean instruction with a particular objective in view, e.g. training in a job or craft or profession, training in a skill, training in initiative, physical training.

when engaged on repetitive jobs); lack of concern to provide or encourage further education<sup>1</sup> for girls and for boys who are not apprentices: those are some instances of failure by the employer to fulfil the obligations he incurs on engaging a boy or girl for his or her first job. We compared these responsibilities of the modern employer to those of the master towards his charge under the medieval system of apprenticeship, which was so drastically modified by the Industrial Revolution, and which, very significantly, included responsibility for the apprentice's religious education and spiritual welfare.

8. It by no means follows that the frustrations of young people at work arise wholly from employer exploitation or neglect. This would be to argue from the assumption that all young people starting work come fully equipped and prepared in physique and intelligence, in knowledge of the three Rs, in attitude to work, in discipline, in sense of responsibility and citizenship, and in character. From employers there are complaints of low intelligence and of illiteracy in the boys and girls from whom they must select their recruits (it is said that the literacy of modern school leavers is lower than pre-war), but the true situation is that, under the pressure of technological progress, industry is now having to reach down more and more into the former untrained "general duty" class in order to fill what may be described as its "sub-professional" levels. The modern technological age is making ever-increasing demands on the intelligence of the nation and our educational services, both general and vocational, must be geared to meet that demand. There are, moreover, complaints of lack of parental direction and interest, especially by parents whose early working life was spent in the depressed period of the 30's, when industrial relationships were at a low level and the general objective was to make the available work spin out; of lack of initiative and sense of responsibility; of isolation from the influence of the Churches and voluntary organisations; of passive leisure habits; and, above all, of the absence of a positive attitude to work, which might well be the result of the swing away from the rigid enforcement of the three Rs in school, reaching an extreme of too much emphasis on education for leisure pursuits rather than upon education for work. Since most adults spend a greater part of most days at work, it was suggested to us that more thought might be given to preparation for work, at home, in the schools and during the immediate after-school period.

#### PRE-EMPLOYMENT INFLUENCES

9. We felt, in trying to strike a balance between these two opposing bodies of opinion, much of it subjective, we had first to consider those two main influences which, outside the control of employers themselves, none the less conditioned the boy's or girl's working life and thus had to be considered in conjunction with the influences of employment itself. Those two influences are the home

<sup>1</sup> "Education" is used to mean education in its widest sense: "continued education" or "further education" means education, whether day or evening, received after ceasing full-time attendance at school.

and the school (with which we include the Youth Employment Service.)

### THE HOME

10. Before starting work the boy (or girl) will have absorbed much of the attitude to work of his parents. He may come to work with the intention of working hard and loyally, of accepting every opportunity of advancement, of giving a fair day's work in return for an agreed day's pay. Or he may come with an irresponsible attitude, content to drift along and to do as little as possible. Parents, by their training and example, have therefore a responsibility to do all they can to prepare their children in a positive attitude to work. We did not find any substantial evidence that most parents are not interested in their children's employment. The degree of interest cannot be assessed from the number of parents (roughly half) who attend the Youth Employment interview, as many parents may be unable to accompany their children, and attendance itself is no guarantee of enlightened interest. There are parents almost entirely indifferent to their children's career, and others who attempt to force them into a career for which they are intellectually, physically or psychologically unsuited. There are well-meaning parents who think they are doing best for their children by leaving to them entire freedom in the choice of their first job. There are those who withdraw their children prematurely from a course of education from which, by talent and ability, they could greatly benefit. There are those whose children's education has outstripped their own and who are not qualified to advise. We were agreed, however, that most parents go through a period of anxiety until their children are settled in a job, and that as a whole parents are taking more and more interest in the placing of their children, and that the Youth Employment Service, the "careers literature" put out by the Central Youth Employment Executive, Government Departments and employers, and parent-teacher liaison all help parents to fulfil this major responsibility towards their children. We felt, however, that much still remained to be done to bring all parents to take advantage of all of the available facilities for advice. We note some likely unfortunate consequences of the broken or destroyed home, including unsatisfactory attitude to work and absence of parental guidance in choice of the first job.

### THE SCHOOL AND THE TEACHER

11. We agreed that the school, more than any other influence, could affect attitude to work. We examined, having regard to post-war difficulties, the development of educational theory and practice since the 1944 and 1946 Education Acts and the various developments and experiments in secondary education. We noted the claim by advocates of an early increase in the school leaving age that this would not unduly affect youth employment as the hiatus of one year would be filled by the post-war increase in the birth-rate, which for the 15-year-olds would reach its peak in 1962. But we were much concerned as to what was proposed to be done with the extra year in the secondary modern school and whether there

was a danger of "just another year" of frustration for most pupils; how apprenticeships, at present controlled as to length and age limits, would be affected; and what would be the implication of the shorter period between school leaving and call-up. We noted the educationists' dilemma as to which of the recommendations of the 1944 and 1946 Education Acts had the prior claim—raising of school leaving age, or establishment of county or junior colleges, and it seemed to us that the county college scheme would in the first place have more to commend itself when we came to examine the problems of the training and continued education of young people in employment.

#### PREPARATION FOR WORK

12. We agreed with educationists that the over-all objective of the school is preparation for "the full life", in which the right and creative use of leisure has its place. But we would emphasise that this same full life includes work as well as leisure, and that work is not perforce an unpleasant necessity but an opportunity to make an essential contribution to the health and wealth of the community. We were sure that, without such a positive concept of work, young people could not help but become the hedonists of our times. We believed that man was created to use his hand and brain in work without which both would soon atrophy, and we appreciated the economic argument for hard work as an essential for national survival in a competitive world. We therefore concluded that the Minister of Education, the Secretary of State for Scotland, and H.M. Inspectors, through the local education authorities, must assume greater responsibility for advising and guiding local education authorities in developing as a vital part of school life this concept of work as an essential contribution to the health and wealth of the community. We are fully aware that we are recommending a radical reorientation of educational policy, and are likely to be misconstrued as advocating purely utilitarian and vocational education in all our schools, but we are sure that there is a growing body of opinion which agrees that there must be a considered effort to equate the school curriculum with the needs of the times. We quote the Minister of Education (Sir David Eccles) addressing the Easter Conference of the National Union of Teachers on 13th April, 1955:

"To discuss the future of secondary moderns one must imagine the world their pupils are going to live in . . . the point to stress is that the demand for vocational training will immensely increase, and so equally will the possibilities of leisure and culture.

"From time to time an academic prig comes and tells me that it is uncivilised and wicked to expand vocational education. I am tempted to ask him, 'When you were competing for your scholarship and studying for your degree did you never think of the careers which these honours would open for you?' Why should I not help those who are not academic to capture and increase the prizes of the scientific revolution?

“ . . . the pioneer stage in technical education is over; the experience has been so great a success that we ought now to distribute technical courses over as many schools as possible, not only because the country needs a vast increase in technically minded people, but because we want to rouse the interest of secondary modern pupils in the English language and in the arts, and the best chance we have is through courses that stir them to work hard in their last years at school.”

13. We noted the tendency of the teacher's experience to be limited to the sequence of school, training college and school, and felt that in their training teachers should be given an insight into the purpose, scope and organisation of industry and commerce and into working conditions generally, to equip them to communicate to their pupils a balanced and realistic attitude to work. We therefore recommend that the Minister of Education and the Secretary of State for Scotland should ensure that the training of teachers is broadened to include substantial understanding of working conditions.

14. It may be impracticable for teachers actually to spend part of their training period in industry and other branches of employment, but, with the encouragement of local education authorities, employers' associations and individual employers, teachers and pupils (not necessarily confined to the last year at school) could by means of organised visits to works and factories familiarise themselves with the kinds of employment available within the locality, and the teachers in particular could increase their knowledge of working conditions and so be the better placed to draw freely on local illustrations and examples known to their pupils. We were supported in this view by the successful records of many who came into teaching from other jobs.

15. The admittedly difficult subject of leaving examinations in secondary modern schools is, we were told, at present under review. We feel that for many secondary modern pupils the freedom to take a voluntary external examination might well provide an incentive to sustained interest and effort during the last years at school, as well as serving to give a prospective employer an indication of the attainments of the school leaver. It must be admitted that between the wars there was a tendency for managements to misapply the School Certificate by requiring it for many jobs not calling for a “bookish” education, but if they are to undertake the training of young people, managers must have beforehand some objective assessment of their capabilities and attainments. We were assured that a “leaving certificate of attainment”, based on the head teacher's records and showing achievements, special aptitudes, hobbies and personal qualities was unlikely to work well in practice, and we for our part felt that a confidential report supplied by the head teacher at the request of the prospective employer did not meet the requirement of an objective and nationally valid standard, invaluable though it might be in individual cases. We therefore recommend that educationists, Youth Employment Officers and representatives of employers should co-operate to re-examine this whole matter.

16. A similar difficulty in assessing recruits to industry arises in the interpretation by employers of Service characters. We found that terminology and procedure varied considerably as between the three Services, and that the employer might well be excused if he misunderstood the real significance of the character brought to him by the returning serviceman or ex-regular. We recommend that the three Services should consider the adoption of a uniform terminology and procedure for Service characters, having in mind the requirements of industry and commerce.

#### THE YOUTH EMPLOYMENT SERVICE

17. Our evidence suggested that there may be some firms who are reluctant to admit the value of the Youth Employment Service as an agency whereby young people can be placed in the jobs most advantageous to themselves, to their parents and to their employers, but from the report of the National Youth Employment Council on the work of the Youth Employment Service 1950-53, published in November, 1953, and from evidence both from industry and from officers of the Service, we found that very real progress had been made in efficiency, coverage and follow-up. In 1952 only two out of every five new entrants to National Insurance under 18 were placed in their first job by the Youth Employment Service, but it is recorded that the great majority of all entrants were interviewed and given advice by the Service. We would urge all parents, teachers and employers—including those who have their own recruitment and placing organisation—to co-operate with the Youth Employment Service, which has many problems yet to solve and many local variations and peculiarities to deal with.

18. We noted that under Section 10 of the Employment and Training Act of 1948, local education authorities could themselves operate their own Youth Employment Service, and that 128 out of 181 education authorities had opted to do so, receiving a 75 per cent grant from the Ministry of Labour. At the time of our enquiry 769 Youth Employment Officers were in the service of the local education authorities, and 117 of the Ministry, a total of 886. The tendency had been to leave the scattered and difficult rural areas to the Ministry of Labour. We thought it pertinent, therefore, to ask how this divided responsibility for local provision was working out in practice, and to recommend a thorough examination to determine the efficiency of the present arrangement.

19. The efficiency of the Service depends upon the quality of its officers and their knowledge of industry and local working conditions. We noted that the training plan to attract new officers to the Service and to improve the general standard had to be curtailed in 1950 for reasons of economy, and we recommend that the system of training and conditions of service of the Youth Employment Service should be re-examined in relation to the increased responsibilities arising from its development during the past three years. In this connection we welcome the decision of the Central Youth Employment Executive to provide a three-weeks' residential course of training for its officers.

20. We learned that in addition to the handbooks issued by the Central Youth Employment Executive, there is no lack of "careers literature" issued by employers' associations and individual employers with a view to attracting recruits, and that in some youth employment offices its very bulk was proving an embarrassment. We noted that more and more space in the daily Press and in industrial and commercial supplements was being devoted to recruiting advertisements. We commented upon the apparent lack of suitable and forceful literature issued by the Youth Employment Service itself, explaining the Service to parents, pupils, and employers and stressing its specialist knowledge and facilities for placing boys and girls in jobs most likely to be suited to their capabilities. We think it essential to ensure, where this is not already the practice, that these advisory services of the Youth Employment Service should reach the boy and girl at school well before the date of leaving, thereby avoiding an end-of-school scramble in which the Service cannot do itself justice and the boy or girl runs the risk of missing the most suitable employment.

### JOB CHANGING

21. The Youth Employment Service rightly considers that follow-up after placement is one of its more important activities, and the 1950-53 report gives figures of the response to follow-up, by means of invitations to open meetings and in other ways. It is difficult to judge just how effective is this follow-up, which must in any event be complicated by the frequency with which young people change their jobs. We examined the findings of some local investigations made in 1950-52 into job changing of young people aged 15 to 18 and found that of the boys slightly less than half stayed in their first jobs, and slightly less than one in three had changed their job once. The remainder—one in six—had changed jobs twice or more. The girls showed themselves to be rather more changeable than the boys. We cannot be sure to what extent job changing is a sign of wrong placement, and as such to be deplored, but one or two changes between 15 and 18 might well indicate a healthy initiative and progressiveness rather than unsettlement. All, however, is not likely to be well with young people of 18 who have held three or more jobs since leaving school. One investigation revealed that in the area surveyed only one 18-year-old worker in ten held his original job; two out of five were in their second; one in every four in their third; and one in every four had held four jobs or more. This was just one instance we found of the great variation in employment conditions as between one locality and another.

22. The 1945 Ince Committee on the Juvenile Employment Service examined possible methods of controlling the employment of young people with a view to distributing them in accord with national needs. The most complete method of control would have been to oblige all employers to engage young people only through the Youth Employment Service, and all young people to seek employment only through the Service, but the Committee could

not recommend the imposition of any such obligations on employers and young people. The only element of compulsion which they were prepared to introduce was the registration of all school leavers with the Service. We would not restrict the freedom of young people to seek and obtain their own choice of job, but to enable the Youth Employment Service to develop its follow-up work by keeping track of frequent job-changers, we would recommend reconsideration of the practicability of requiring the employer to report to the local office of the Youth Employment Service the entry into, or discharge from, his employ of all young people under 18. Even if such a system of reporting subsequent to first placing is considered impracticable, we would in any event recommend that the employer in addition to the information he normally gives to the Youth Employment Service should also be required to give information as to the ultimate trade or employment for which the recruit is intended; the arrangements for his supervision and training during the first two years; and the facilities available to him for his continued education, if desired and deserved. We stress that it should be made as easy as possible for the employer to give this information, which would serve as a reminder to him of his responsibilities to each new young worker.

#### DISPERSAL INTO EMPLOYMENT

23. We have already seen that the 15-year-olds are by far the largest age group starting work in any one year. In 1952 the number of children reaching the age of 15 was 651,000, and of these 434,200 (or two in every three) are recorded by the Youth Employment Service as having entered industry (i.e. one of the twenty-four standard industrial classifications of the Ministry of Labour) after leaving school. In the same year 67,900 (approximately 10 per cent) entered industry at age 16 and 20,900 (approximately 3 per cent) at age 17. The split between boys and girls to the nearest 100 is:

<i>Boys</i>	<i>Girls</i>	<i>Total</i>	
222,900	211,300	434,200	entered industry at age 15.
35,200	32,700	67,900	„ „ 16.
8,800	12,100	20,900	„ „ 17.
<hr/>	<hr/>	<hr/>	
266,900	256,100	523,000	„ „ 15-17.

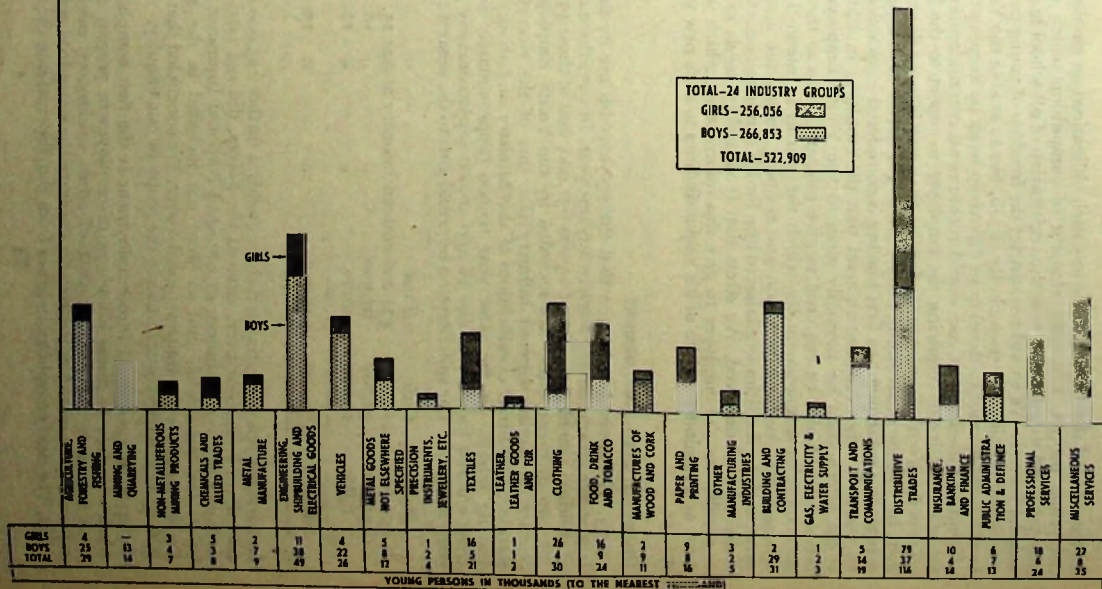
In the same year we estimated that roughly a further 125,000 either started work at 18 or over, entered the Forces, did not take a job through choice or unfitness, or obtained National Insurance cards before leaving school, and so were not included in the Youth Employment Service figures quoted above. We concluded that these late- or non-starters were outside the scope of our enquiry.

24. This age-spread into employment is the first complication when we come to assess influences of employment proper, as the same influence, for instance that of adult workmates, might be expected to operate less powerfully the later the entry into employment. The next complication arises from the dispersal into the many

**YOUNG PEOPLE AGED 15-17 ENTERING EMPLOYMENT IN GREAT BRITAIN IN 1952 ANALYSED  
ACCORDING TO THE MINISTRY OF LABOUR STANDARD INDUSTRIAL CLASSIFICATION**

CHART III

[SOURCE—REPORT ON THE YOUTH EMPLOYMENT SERVICE, 1950-1953, TABLE C]



kinds of work listed in the Ministry of Labour standard industrial classification. Chart III shows how many, and in what proportion between boys and girls, of the 523,000 young people aged 15-17 went into each main classification. By far the greatest proportion went into the distributive trades, more than twice as many as the next largest class—engineering, shipbuilding and electrical goods. For boys the four largest industry groups are:

- (1) Engineering, Shipbuilding and Electrical.
- (2) Distributive Trades.
- (3) Building and Contracting.
- (4) Agriculture.

For girls:

- (1) Distributive Trades.
- (2) Miscellaneous Services.
- (3) Clothing.
- (4) Professional Services.

Here we noted a great diversity of influence varying with location (rural, urban or seaport); type of work (indoors or outdoors, light or heavy, manual or mental, clean or dirty, standing or sedentary, manufacture or services, basic or luxury); history, custom and tradition of the industry; and its status compared with other industries. Further, there are wide variations within the same job classification. The influences of the job on the sales assistant in a smart fashion house or departmental store will differ materially from those on the new assistant in a village general store. The environment of the tramp steamer cabin boy will be quite different from that of a page boy in a luxury liner.

25. An influence incidental to the dispersal into employment arises from the differing proportion of young people to adults in different industries, which might well affect the relative influence of adults and of the society of colleagues of the same age. Charts IV and V show the picture for boys and girls respectively, again analysed into the twenty-four industry groups. The proportions of boys to the total varies from 2 per cent (public administration and defence) to 13 per cent (wood and cork). As is to be expected, the proportion is low (4 per cent) in the continuous process industries (chemicals, gas, electricity and water). The proportion of girls to the total of female employees is naturally much higher, and is at its highest in the distributive trades, where one in four is under 20 years of age.

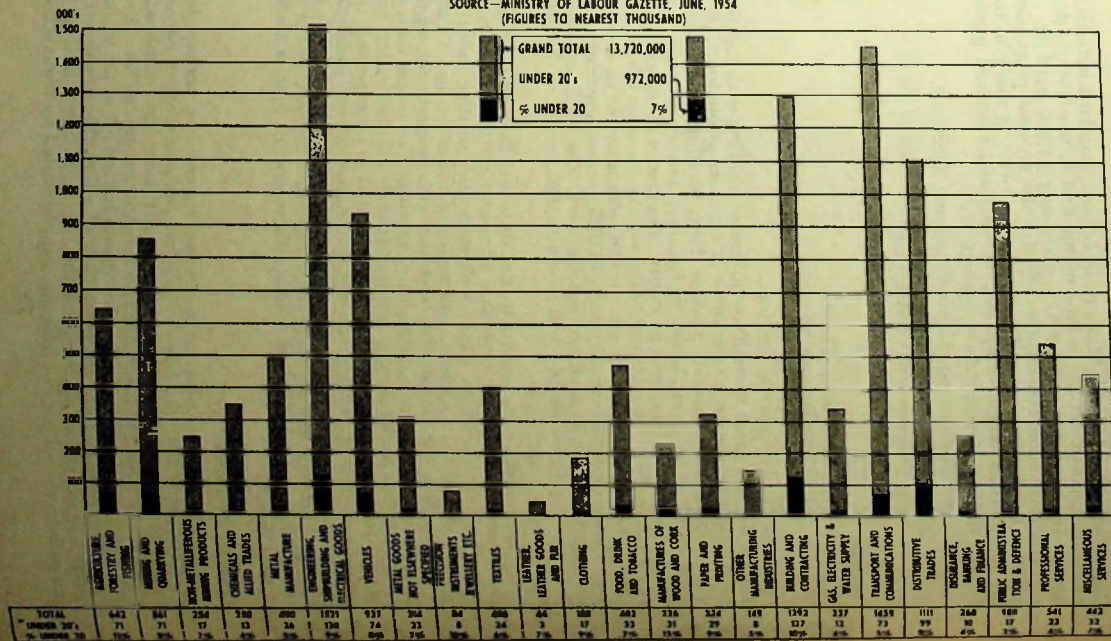
### TRAINING IN INDUSTRY

26. Although the influence of the home continues, perhaps less powerfully now that the boy or girl has become a wage earner, that of the school ceases abruptly. Apart from the admittedly limited coverage of the Churches and voluntary organisations, there is no influence corresponding to the "group influence" of the school, unless the boy or girl has entered a firm of a size able to support a further education and training scheme, or an industry having its own well-developed plan of training, supplemented by night school

**MALE EMPLOYEES UNDER 20, IN RELATION TO TOTAL MALE EMPLOYEES  
IN GREAT BRITAIN AT END OF MAY, 1953. ANALYSED BY INDUSTRY GROUP**

CHART IV

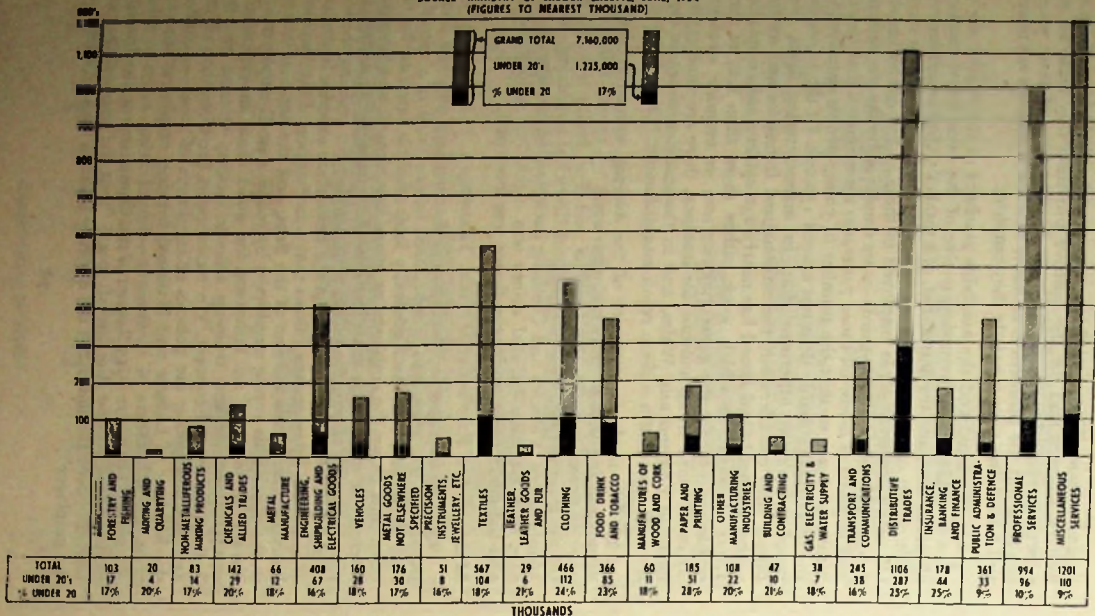
SOURCE—MINISTRY OF LABOUR GAZETTE, JUNE, 1954  
(FIGURES TO NEAREST THOUSAND)



**FEMALE EMPLOYEES UNDER 20 IN RELATION TO TOTAL FEMALE EMPLOYEES  
IN GREAT BRITAIN AT END OF MAY, 1953, ANALYSED BY INDUSTRY GROUP**

SOURCE—MINISTRY OF LABOUR GAZETTE, JUNE, 1954  
(FIGURES TO NEAREST THOUSAND)

CHART V



or day release. There are firms who are household words for their welfare schemes and for the positive provision they make for the selection, reception, training and development of their young workers, but the problem is to know how far such firms are typical and how many young people they employ.

27. We examined the available statistics of the relative size of manufacturing firms, covering twelve of the twenty-four standard classifications, and we found that, of a total of 56,638 establishments, with eleven or more employees, only 980 employed 1,000 or more. Of over 7,000,000 people employed in those 56,638 establishments, 2,224,000—less than one-third—were employed by the 980 medium- and large-sized firms. Of those 7,000,000 we estimated that 500,000 were under 20, so that the number of young people employed by the 980 firms probably does not exceed 150,000. Of the 15,000,000 people employed otherwise than in manufacturing firms, even taking into consideration the nationalised industries and services—the National Coal Board has nearly 250 colliery units employing 1,000 or more, in which work rather more than half of their employees—by far the great majority are, we estimate, employed by small units. In agriculture, for instance, there are some 355,000 farms in England and Wales, and in the distributive trades there are well over half a million retail establishments (Chart VI).

28. We made an estimate of the average annual intake per manufacturing unit of boys and girls aged 15–17 and found it to vary between two (in the Leather and Fur industries) and six (in the Engineering, Shipbuilding and Electrical industries). Metal Manufacture, Vehicles and Clothing each had an average entry of five. Our estimate for coal mines was eight, but for agriculture and the distributive trades the figure was fractional.

#### MANAGEMENT RESPONSIBILITY FOR TRAINING

29. The inescapable conclusion is that perhaps only one young worker in ten goes into employment where there is a specialist staff to receive, train and generally look after his interests; for the other nine either the employer or proprietor himself, or a manager, foreman or supervisor, must exercise the “personnel function”. In nine cases out of ten, therefore, responsibility for training the boy or girl at work falls directly upon the immediate superior in the line of control. It by no means follows that consciousness of that responsibility increases with the size of the firm, and the personal interest in the care of his young employees by many a small employer will always be more of an influence for good than an expensively equipped welfare and training scheme lacking warmth and the feeling of personal contact. We recommend therefore that all the agencies influencing the policies of employers of youth—including the Minister of Labour and National Service, employers’ associations and Chambers of Commerce—should bring home to them Paragraph 118 of the 1945 Report of the Committee on the Juvenile Employment Service (the Ince Report) “that the responsibility for watching over the industrial life of every juvenile rests primarily on the employer”.

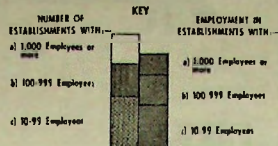
# MANUFACTURING FIRMS ANALYSED BY INDUSTRY GROUP UNIT SIZE AND NUMBER OF EMPLOYEES

CHART VI

(SOURCE—MINISTRY OF LABOUR GAZETTE, DECEMBER, 1952  
MINISTRY OF FUEL AND POWER STATISTICAL DIGEST)

## ALL MANUFACTURING FIRMS (EXCLUDING COAL MINES)

SIZE	NUMBER OF UNITS	NUMBER OF EMPLOYEES
1,000 +	980 (1.7%)	2,724,000 (31.0%)
100-999	11,014 (23.0%)	3,409,000 (47.5%)
10-99	42,644 (75.3%)	1,547,000 (21.5%)
TOTAL	54,638	7,180,000



NUMBER OF ESTABLISHMENTS

EMPLOYMENT (IN THOUSANDS)

TOTAL	2,599	294	2,787	389	1,939	528	8,543	1,692	5,539	870	5,893	546	6,290	818	977	54	6,160	485	6,504	623	4,307	435	5,560	444	1,314	691
INDUSTRY GROUP	NON-METALLIFEROUS MINING PRODUCTS	CHEMICALS & ALLIED TRADES	METAL MANUFACTURE	ENGINEERING, SHIPBUILDING & ELECTRICAL GOODS	VEHICLES	PRECISION INSTRUMENTS & OTHER METAL GOODS	TEXTILES	LEATHER, LEATHER GOODS AND FUR	CLOTHING	FOOD, DRINK AND TOBACCO	PAPER AND PRINTING	MANUFACTURES OF WOOD, CORK & MISC. MANUFACT. INDUSTRIES	COAL MINING													

EMPLOYMENT FIGURES GIVEN IN THOUSANDS TO THE NEAREST THOUSAND

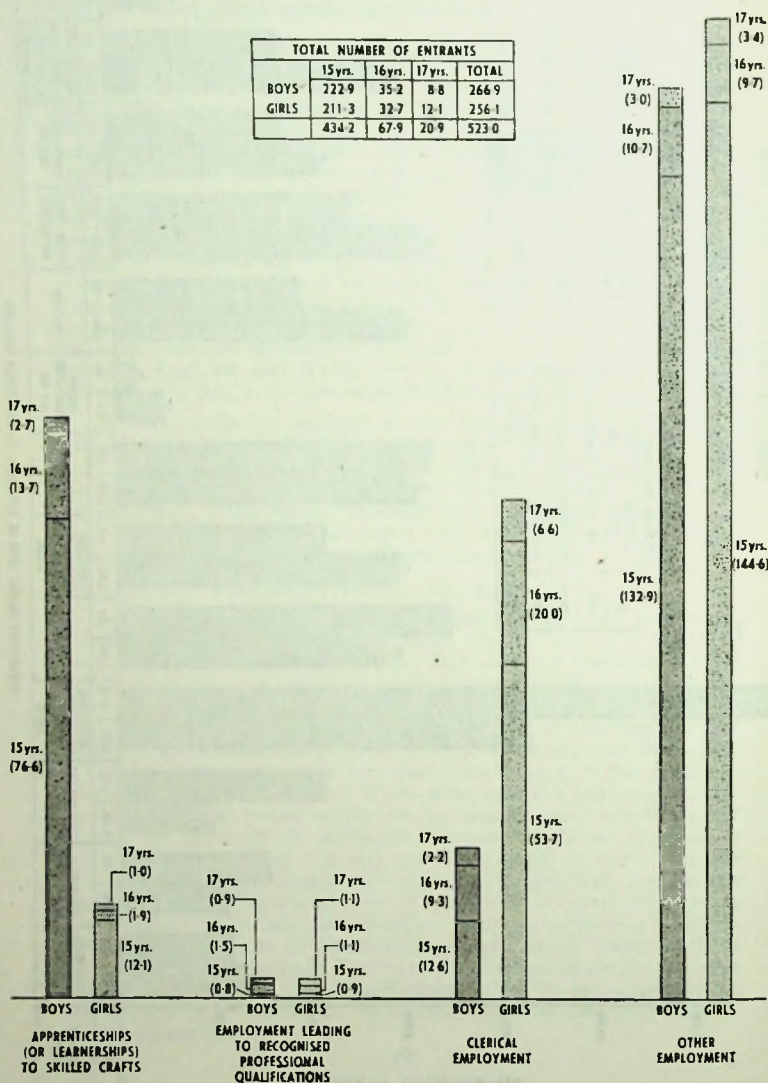
# YOUNG PEOPLE ENTERING INDUSTRY IN 1952 ANALYSED BY AGE GROUP AND TYPE OF EMPLOYMENT (GREAT BRITAIN)

CHART VII

(SOURCE—MINISTRY OF LABOUR GAZETTE, DECEMBER, 1953)

(Figures in brackets denote number of entrants in thousands)

TOTAL NUMBER OF ENTRANTS				
	15 yrs.	16 yrs.	17 yrs.	TOTAL
BOYS	222.9	35.2	8.8	266.9
GIRLS	211.3	32.7	12.1	256.1
	434.2	67.9	20.9	523.0



30. We have had cited to us many individual cases of young people who start work full of enthusiasm and determination to do their best, but soon become frustrated through adverse conditions of service under a supervisor both unsympathetic and unskilled in man-management; or of being put to work far above or below their capabilities; or of coming into contact with workmates, adult and of their own age, or workers' representatives, who in one way or another have a wrong attitude to their work. On the other hand we know of wonders worked by skilled and sympathetic supervisors and shop stewards on unpromising recruits. Not all employers, managers, foremen and supervisors in charge of young workers can be expected to possess a high degree of natural leadership, but all have a duty to equip themselves with the available knowledge of tried methods and practices in giving the best to and bringing out the best in the young worker. There are many sources of such knowledge; the example of progressive employers and trade unions themselves; the pooled experience of employers' associations and professional bodies at all levels of management; and research bodies and societies expressly concerned with industrial welfare. The Ministry of Labour might well extend its dissemination of such information, which would include: methods of selection of young people for employment; standards of interviewing at recruitment; introductory training; training for the job; regular appraisal of performance, with progress reports to parents; facilities for further education.

31. We have already shown that the great majority of employers are relatively small employers, and we consider it quite impracticable that they should be expected to set up, as it were in miniature, the schools, training workshops, sports-fields, medical centres and gymnasia which are associated with the youth welfare provision of the large firm. But we do urge that all employers and trade unions should accept the concept that the early years of employment should be of real educational value to all young workers, whether or not apprentices; that everyone concerned should recognise their national and social responsibility to encourage occupational training; and that employers should provide facilities or allow time off for further general education, with some physical education.

#### APPRENTICE TRAINING

32. Chart VII is a further analysis of the 523,000 young people going into industry in 1952, this time according to "occupational category", or type of work done. The four categories are:

- (i) apprenticeships to skilled crafts;
- (ii) employment leading to recognised professional qualifications;
- (iii) clerical employment; and
- (iv) "other employment."

This chart shows a further analysis into age groups, from which it will be seen that relatively more 16- and 17-year-olds go into apprenticeship than "other employment", into which the

# YOUNG PERSONS 15-17 YEARS OF AGE ENTERING EMPLOYMENT

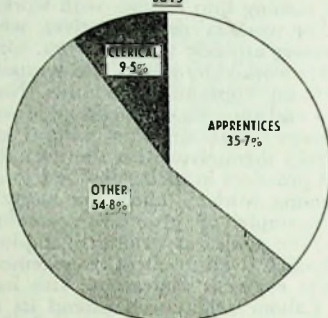
CHART VIII

FEBRUARY, 1950 TO DECEMBER, 1952

ANALYSIS BY OCCUPATIONAL CATEGORY (GREAT BRITAIN)

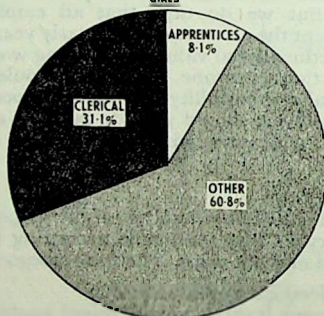
(SOURCE - REPORT ON THE NATIONAL YOUTH EMPLOYMENT SERVICE 1950-53, TABLE C)

## BOYS



YEAR	TO APPRENTICESHIP OR TRAINING FOR PROFESSION	ENTERING CLERICAL EMPLOYMENT	ENTERING OTHER EMPLOYMENT	TOTAL
1950	96,990	26,813	149,366	273,169
1951	98,270	27,471	151,536	277,277
1952	96,203	24,052	146,598	266,853
TOTALS	291,463	78,336	447,500	817,299

## GIRLS



YEAR	TO APPRENTICESHIP OR TRAINING FOR PROFESSION	ENTERING CLERICAL EMPLOYMENT	ENTERING OTHER EMPLOYMENT	TOTAL
1950	24,743	78,912	159,801	263,456
1951	20,800	84,615	159,661	265,076
1952	17,977	80,325	157,754	256,056
TOTALS	63,520	243,852	477,216	784,588

bulk of the 15-year-olds go. It will be noted that the professional qualifications class is relatively very small. In Chart VIII apprenticeship and training for a profession are taken as one category, and three years' figures are analysed into three categories. The significance of this chart is to show that only one boy in three is an apprentice, or in work leading up to a recognised profession, and that only one boy in three, therefore, is undergoing the training and discipline associated with the mastery of a skilled craft. The corresponding figure for girls is 8 per cent, but 31 per cent are classed as being in clerical employment, many of whom will doubtless be following night school and other courses of training for the job. We thought, therefore, that, as with boys, roughly one girl in three might be regarded as an apprentice. (The term "apprentice" is often indiscriminately used for any young worker, but we must emphasise the distinction between "apprentice" and "boy (or girl) labour".)

33. The apprentice, we found, was perhaps better served in training facilities than might be supposed, even when employed in smaller firms. This is especially true in agriculture and the traditional crafts. He has many trade union privileges, and has the opportunity of qualifying for a certificate from one of the national examining bodies in technology. The traditional method of qualifying is by attendance at evening schools and institutes, but recently more and more have been able to take advantage of day release. We found that unfortunately these "linking" certificates for the continuation education of potential craftsmen and technicians appear to have no real counterpart for commercial students. The percentage of students so released varies considerably from industry to industry, and Chart IX shows that the three highest rates of release by far are to be found in the Engineering, Shipbuilding and Electrical industry; in Mining and Quarrying; and in Building and Contracting. Not nearly so many girls receive day release (Chart X).

34. Many large or specialised industries whose units are closely federated or associated have, or are developing, their own schemes of apprentice training. The scheme offered by the British Iron and Steel Federation, with its overall training programme and its area officers, is one of the more comprehensive, whilst the Building industry, we noted, offers an interesting and encouraging example of what can be done to apply a uniform scheme of apprentice training throughout an industry composed of small working units. At the same time we noted that of over 200 trade associations, many maintained only small headquarters offices and were not equipped to organise and support a scheme for their industry as a whole.

35. We considered an alternative suggestion that employers in one locality might get together and pool their training resources, not only for apprentice training but also for courses of preparation for National Service, but we could not agree that this would in all cases be an acceptable or practicable suggestion. We did trace one influence at work, the effect of which is difficult to assess but which may well be considerable—the influence of those who move from large firms to small and thus take with them the leaven of the training they received in the larger firm. We would therefore

# MALE STUDENTS IN ENGLAND AND WALES RELEASED BY THEIR EMPLOYERS DURING WORKING HOURS AS AT 1st AUGUST, 1952

CHART IX

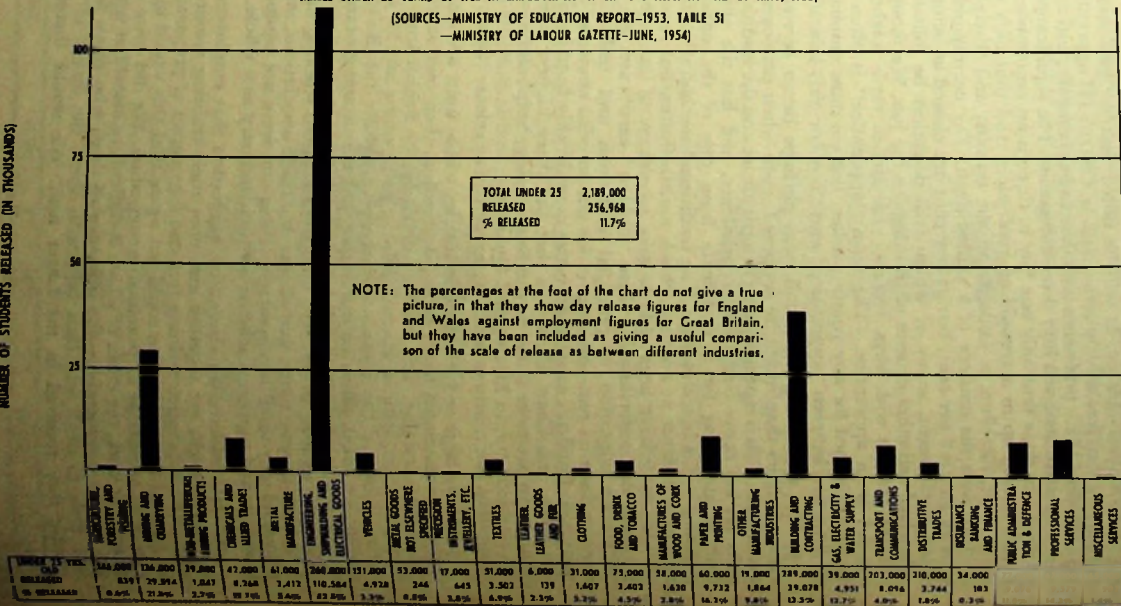
(AT THE FOOT OF THE CHART THE NUMBERS OF MALE STUDENTS RELEASED ARE EXPRESSED AS PERCENTAGES OF  
MALES UNDER 25 YEARS OF AGE IN EMPLOYMENT IN GREAT BRITAIN AT END OF MAY, 1953)

(SOURCES—MINISTRY OF EDUCATION REPORT—1953, TABLE 51  
—MINISTRY OF LABOUR GAZETTE—JUNE, 1954)

TOTAL UNDER 25 2,189,000  
RELEASED 256,968  
% RELEASED 11.7%

NOTE: The percentages at the foot of the chart do not give a true picture, in that they show day release figures for England and Wales against employment figures for Great Britain, but they have been included as giving a useful comparison of the scale of release as between different industries.

NUMBER OF STUDENTS RELEASED (IN THOUSANDS)



**FEMALE STUDENTS IN ENGLAND AND WALES RELEASED BY THEIR EMPLOYERS  
DURING WORKING HOURS AS AT 1st AUGUST, 1952**

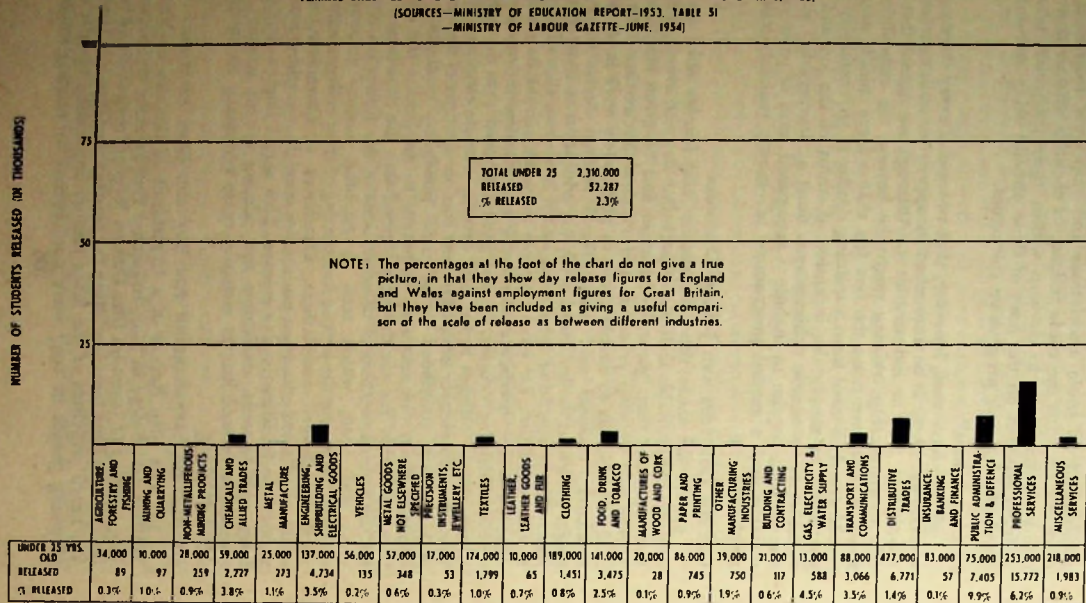
CHART X

(AT THE FOOT OF THE CHART THE NUMBERS OF FEMALE STUDENTS RELEASED ARE EXPRESSED AS PERCENTAGES OF  
FEMALES UNDER 25 YEARS OF AGE IN EMPLOYMENT IN GREAT BRITAIN AT END OF MAY, 1953)

(SOURCES—MINISTRY OF EDUCATION REPORT—1953, TABLE 51

—MINISTRY OF LABOUR GAZETTE—JUNE, 1954)

NUMBER OF STUDENTS RELEASED (IN THOUSANDS)



recommend all trade associations and employers' federations, in co-operation with the trade unions, to consider whether they are doing all they can to develop within their particular industry training schemes on the lines of those already being operated or developed by their progressive colleagues.

#### "LEARNERSHIPS"

36. We have seen, however, that two out of every three young workers are likely to be untouched by apprentice training schemes, whether at firm or industry level. Although we agreed that the full apprenticeship training might be beyond the capabilities of most of them, we none the less felt that a large middle stratum would greatly benefit from a training similar to apprenticeship and calculated to supply the incentive of status of the job and the stimulus of systematic achievement. Such a "learnership" would, we thought, require to include a recognised term of years under training and a graded programme of—mostly manual—training on the job.

#### COUNTY COLLEGES AND JUNIOR COLLEGES

37. At the same time, apprentice and learner alike should, through the available facilities of part-time day and evening education, continue their general education and be given incentives to pursue and develop practical and cultural leisure-time interests, and in particular to enable them to place their work in its social, economic, national and international setting. Some employers might protest at the infliction of further education on those thought incapable of benefiting therefrom, and it is obvious that schemes of further education for young people at work should be carefully adapted to their needs, and in no way be a dilution or over-simplification of existing courses. It was from this need that the concept of the county colleges arose, and certain notable examples of the work done in pioneer establishments run on the lines of the county colleges have convinced us of their possibility throughout the country, given the necessary resources to implement the county college scheme. We are therefore agreed that the time is now ripe for the implementation of those sections of the Education Acts of 1944 and 1946, which seek to establish county and junior colleges. To ensure the proper functioning of these colleges, management, employers' associations, Chambers of Commerce, trade unions and local education authorities must do everything possible to increase facilities for day release. This would immediately go a long way towards abolishing the existing system whereby the majority of school leavers virtually cease systematic education at 15 years of age.

#### LEGISLATION SAFEGUARDING THE BOY AND GIRL AT WORK

38. The 1949 Report of a Committee of Enquiry on Health, Welfare and Safety in Non-Industrial Employment and Hours of Employment of Juveniles (the Gowers Report) reviewed and tabulated the existing law controlling the hours of young people at work. We heard criticisms of the law's limited application (35 per cent of young people in 1947 were not covered by existing statutory

limitations); of lack of uniformity as between occupations and industries; of complexity; and of its being out of date consequent upon the raising of the school leaving age and the establishment of county and junior colleges. Whilst recognising that the existing law represented a considerable achievement by way of industrial legislation, we agreed that there was an urgent need to codify legislation applying to young people at work and to re-examine the recommendations of the Gowers Report as they affected the physical conditions and hours of work of young people with a view to giving them legislative sanction wherever practicable.

39. From the evidence we received of cases of disregard of regulations by ignorant or indifferent managements, we concluded that there was a need to take steps for the more efficient enforcement of existing and eventual regulations, both in industrial and non-industrial establishments, by developing the at present under-strength inspectorate of Factories, Mines and other places of work. We thought that much routine checking and inspection might well be carried out effectively by assistants not possessing the full qualifications of the Inspector himself, thus easing the problems of recruitment.

40. Although young people starting work in factories have first to be examined by the Appointed Factory Doctor and the law provides for an annual medical report up to the age of 18, in practice for many young workers regular medical inspection ceases after leaving school, with consequent physical deterioration which seems to take place so frequently between leaving school and call-up. Ultimately this situation might well be met by the extension of the School Health and Dental Service to county colleges and junior colleges when fully established, but to meet the immediate need we recommend that the Committee recently appointed by the Minister of Labour and National Service to advise on the development of industrial health services should consider as a matter of urgency the special problem of health services for young people. We examined a treatise describing a scheme, already in operation in one locality, under which the facilities we envisage are provided by the Appointed Factory Doctor for a group of firms, and it seemed to us that national development might well be based on a pilot scheme of this nature.

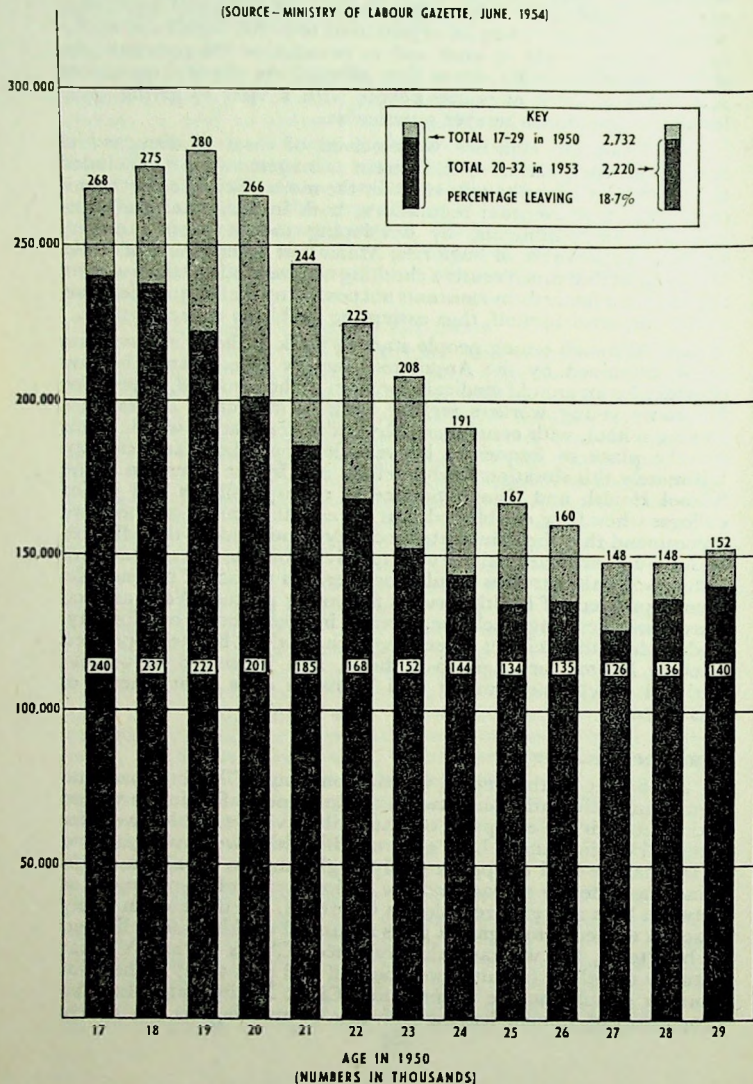
#### GIRLS IN INDUSTRY

41. So far in this report we are conscious of having made no significant differentiation between the influences affecting boys and girls, but with the exception of National Service, to which we refer later, all the influences, both good and ill, which we have examined so far may be held to apply equally to girls and to boys, bearing in mind the differing spread into the various types of employment as between boys and girls revealed in Chart III. We detected in many places a tendency to regard a girl's industrial working life as limited to her 'teens, but we have already noted (Charts IV and V) that actually one-third (about 7,000,000, full and part time) of the total working population are women, and Chart XI indicates that the proportion of women leaving industry on marriage is not nearly

# WOMEN LEAVING INDUSTRY ON MARRIAGE CHART XI

NUMBER OF WOMEN AGED 17 TO 29 YEARS IN EMPLOYMENT IN 1950 COMPARED  
WITH NUMBER OF WOMEN AGED 20 TO 32 STILL IN EMPLOYMENT IN 1953

(SOURCE—MINISTRY OF LABOUR GAZETTE, JUNE, 1954)



so high as might be supposed. The national shortage of labour, combined with the special requirements of certain industries, is stimulating the employment of women part time—perhaps one in ten of the 7,000,000 women workers may be classed as part time. The present position of women in industry is therefore such that from a trade union source there has recently been advocated industrial apprenticeships for girls. We did not examine this proposal in detail, but we did agree that the available evidence more than met the arguments of those who claimed that vocational training and further education were wasted on the majority of girl workers. We therefore recommend to all employers that, in addition to making available opportunities for training and further education, they examine the possibility of establishing leadership and training schemes specifically for girls, and that they consider girls for more responsible jobs at an earlier age than has hitherto been usual. Such schemes would, of course, require the support and co-operation of the trade unions.

#### NATIONAL SERVICE

42. National Service itself is not an influence arising out of employment, but we felt we could not ignore its major effects on young people at work. We were told that the prospect of National Service had an unsettling effect on the boy starting work, and tended to make him mark time from 15 to 18. We heard that employers were reluctant to take on the older school leaver shortly due for call-up. We heard of time wasted in the Forces which, it was suggested, might have been better spent in continuing apprenticeship or training for a career. We heard of disappointments when the apprentice found he could not follow his trade in the Forces, and of frustrations on resettlement in civilian life. It was suggested to us that these disappointments might perhaps be lessened if it were more widely realised that the Royal Armoured Corps, Royal Artillery and Infantry, most of whose skills have no civilian counterpart, accounted for more than 40 per cent of the Army, and that the object of the trade structure of the Services was servicing and maintenance, whereas the object of industry was production. We noted the efforts already being made to equate civilian and service trade requirements, and would recommend that the Ministers of Defence, Labour and National Service, and Supply should keep under constant review all possible measures to extend that equation wherever practicable.

43. For the apprentice himself there comes the difficult decision "to defer or not to defer", with the consequent possibility of breaking and the certainty of interrupting his apprenticeship if he elects not to defer. It was suggested to us that, at the time of registration, the apprentice should be reminded of his duty to his craft. From the Services themselves we had evidence of lack of intelligence and initiative among many recruits. We were convinced that there was evidence of many young men coming to National Service with quite the wrong attitude, seeing it as an imposition rather than an opportunity for service and self-development, and that much more should be done by way of preparation for National Service (not

excluding at home and in school) and, as a corollary, return to civilian life. We noted the "Pre-National Service" courses run by some progressive firms which were most successful in removing the fear of the unknown and in building up a positive and co-operative attitude towards National Service, and thought that the county college scheme, when implemented, might well offer similar courses to the great majority for whom such industrial courses were not possible, and might perhaps be integrated with further education in the Forces themselves. We noted also the National Service meetings arranged by many Youth Employment Committees throughout the country, at which young men due soon to join the Forces ask questions and hear from Service representatives about the opportunities which the Forces can offer. At the same time the employer must recognise his responsibility to give all the help he can to prepare the prospective National Service man. We agreed that much thought and investigation were being given to a solution of the problems raised by National Service as a permanent feature of national life, but that there must now be an overall approach to the problem by all the agencies concerned. We concluded that the Minister of Labour and National Service, the Minister of Education, the Minister of Defence and the three Service Ministers, the Secretary of State for Scotland and representatives of employers, trade unions, the Churches and voluntary organisations should jointly investigate how the boy or young man can best be educated in a positive attitude towards compulsory National Service, and how this attitude can be maintained through continued education in the Forces.

#### AMERICAN YOUTH POLICY

44. Early in our enquiry it was suggested to us that we examine what was done in America to assess the needs of youth and to formulate youth policy. We examined literature kindly supplied to us from Washington, and were impressed by a pamphlet published by the State Employment Service of the U.S.A. Department of Labor, entitled "How to Get and Hold the Right Job", which in simple and direct style sets out to tell the boy or girl how they can most effectively choose, find and keep the right job. In 1951 an interdepartmental committee of the Federal Government sat to consider the education and employment needs of youth—"the Nation's richest resource"—and every ten years from 1909 onwards a "White House Conference" on youth matters has been held. The 1950 "Midcentury White House Conference on Children and Youth" was held under the honorary chairmanship of the President himself. We considered it outside our terms of reference to make a detailed comparison between American and British conditions and policy, but we were impressed by the continuity of attention to youth problems assured by the ten-yearly conferences at Presidential level, each of which was in a position to review progress over the past ten years and to set the tone and policy for the next ten years. We felt the need for a similar assurance of continuity in this country.

#### A NATIONAL JOINT ADVISORY COUNCIL FOR YOUTH

45. In order to provide continuity of attention to the problems of young people, in which are included the problems of young

people at work; to combine the efforts of all those agencies capable of influencing youth; and to ensure co-ordination of responsibility and action at the highest ministerial level: we submit as our final recommendation the setting-up of a National Joint Advisory Council for Youth, responsible to the Lord President of the Council and embracing as members representatives of employers, trade unions, Churches, teachers and voluntary organisations, with representatives of the Ministries of Education, Health and Labour and National Service, and of the three Services, as assessors or liaison officers. The first function of this national body would be to consider how best to act upon the recommendations of the report of King George's Jubilee Trust on the influences affecting young people. Thereafter the responsibility of this body should be continuing, and should include concern for and investigation into the crises and the resultant problems of transition referred to in our report—from school to work, within industry, from industry to National Service, and return to civil life.

#### CONCLUSION

46. Reviewing the broad history of developing industrial and employee relationships, we were conscious of much progress in conditions of employment of young people, and of much devoted voluntary pioneering work by individual educationists, employers, trade unionists, churchmen and youth leaders. We would like to pay tribute to the achievement of all those who have voluntarily contributed towards that progress, and would like to enlist their further help in bringing to bear on young people influences for good in their employment. We would urge upon educationists the view that training for life includes training in a positive attitude and approach to work; upon the Churches the responsibility of stressing the dignity of labour as a vocation and the Christian duty of honest effort; upon youth leaders the obligation to interest themselves in the progress of their members in their work. Especially would we urge upon employers and trade unions their duty to bring home to those responsible for the employment, the supervision and the influencing of youth at work an awareness of the existence of critical stages in the development of young people—more particularly when they change from school to work, when they change the job or the person for whom they work, when they leave home, when a break-up or major home disturbance occurs, and, for boys, when they are called up for National Service—with the object of helping them to negotiate those stages naturally and without frustration.

(signed) HAROLD WEST  
W. B. BEARD  
R. T. CHAPMAN  
CYRIL LLOYD  
JOHN B. LONGMUIR  
ELIZABETH PEPPERELL  
GRAHAM SATOW

## PART IV

# THE REPORT OF WORKING PARTY "C"

## THE PERIOD AFTER LEAVING SCHOOL : INFLUENCES OF LEISURE-TIME

THE MEMBERS OF WORKING PARTY "C" WERE:

### *Chairman*

J. F. WOLFENDEN, Esq., C.B.E., M.A.,  
Vice-Chancellor of Reading University.

### *Members*

JOHN HIGGET, Esq., M.A., D.PHIL.,  
Lecturer in Sociology, University of Glasgow.

Miss K. M. KENYON, C.B.E., M.A., D.LIT.,  
Institute of Archaeology, University of London;  
at one time Director, Youth Department, British Red Cross Society.

Professor W. O. LESTER SMITH, C.B.E., LL.D.,  
formerly Professor of Sociology of Education, University of London.

Miss J. MARINDIN, O.B.E.,  
Secretary, Standing Conference of National Voluntary  
Youth Organisations.

Professor W. R. NIBLETT, B.A., B.LIT.,  
Professor of Education and Director of the Institute of Education,  
University of Leeds.

JOHN WATSON, Esq., J.P.,  
a Past President of the Royal Institution of Chartered Surveyors;  
Chairman of the South-East London Juvenile Court.  
(till 20th September, 1954)

Sir GRIFFITH WILLIAMS, K.B.E., C.B.,  
formerly Deputy Secretary, Ministry of Education.  
(from 20th April, 1954)

## RECOMMENDATIONS

### *We recommend:*

1. That an urgent appeal be made, on the highest possible authority, to the adult members of the community to recognise their personal and individual responsibility for the young people of the nation. (Paras. 1, 2, 43)

2. That this responsibility be brought home especially to those who in the Press, films, radio programmes and the entertainment industry exercise great influence on young people. (Paras. 4, 5, 6, 7)

3. That as an earnest of the recovery of the former sense of urgency about the Youth Service, a substantial increase be made in the funds, both capital and recurrent, provided by the nation for its Youth Service. (Paras. 15, 34, 41)

4. That the difficulties in recruiting and maintaining a good supply of youth leaders, full-time and part-time, be faced and overcome. (Paras. 24, 26, 28)

5. That appropriate training courses, for both full-time and part-time leaders, be further developed. (Paras. 29, 30, 31, 32)

6. That properly trained full-time youth leaders be accorded qualified status, with appropriate salary scales. (Paras. 26, 27)

7. That all possible steps be taken to provide interchangeability between youth leadership, as a career, and other related professions and careers. (Para. 28)

8. That a National Youth Advisory Council be established for England and Wales, and a similar one for Scotland, of fully representative composition, and with wide terms of reference, to arouse and energise the nation's concern for its young people. (Para. 42)

## REPORT

1. The younger generation are the responsibility of their elders. The more we have studied the evidence which has been submitted to us the more firmly this conviction has grown in our minds. However diverse the fields covered by this evidence, and however different the organisations and individuals who have submitted it, this conclusion has been reinforced, in one way or another, by all of them. It is on the adult community that the responsibility for the well-being of young people depends.

2. There is a danger that, even if this responsibility is theoretically accepted, it may not be personally recognised and realised by adult individuals as falling upon them individually. We are all so accustomed to leaving things to the State or to organised bodies that the personal responsibility of the individual is lost in a vague anonymity. Even to speak of "the adult community" is to run this risk. We wish to affirm, right at the beginning of our report and as the main theme of it, that we hold grown-up people responsible, individually and collectively, for what happens to young people.

3. It is, of course, true that no hard and fast line can be drawn between the generations. Any attempt to separate one from another introduces an artificial categorisation where none exists in actual fact. Indeed, the emphasis which has been laid on "Youth" in recent years has had that effect, with the further results of making young people excessively self-conscious and of suggesting that the years of adolescence could be isolated from the years which precede and the years which follow them. Further, it is a major part of the purpose of all education, formal and informal, accidental or deliberate, that successive generations of young people should grow up to take their places, naturally and without fuss, as adults in an adult world. Nevertheless, for the purposes of this report it is necessary to concentrate on young people between the ages of fifteen and twenty. Nor is this unreasonable. For the great majority of them have left school and entered into the new relationships which arise from earning money of their own. They are in the awkward "betwixt-and-between" stage, very conscious of being no longer children but not yet in fact fully grown-up; economically self-supporting (to a greater or lesser degree) but not yet burdened with the full range of adult responsibilities; restless, unsettled, forward-looking, living all the time in an environment which they cannot control.

4. Throughout the range of the influences which form the background of daily life for all of us this adult responsibility operates, either directly or indirectly. These influences affect not only adults but younger people also, though their impact on them

differs in several ways from their impact on adults. Some are not fully comprehended or appreciated by boys and girls and may therefore have less effect on them, for good or ill, than they have on adults or than adults sometimes think they have on younger persons. Some are deliberately designed to affect boys and girls, but the majority are not, so that their effect on them is not intentional—though it may be none the less powerful for that. Some are undergone by the free choice of boys and girls, but the freedom to “contract out” of any particular influence is much more limited for them than it is for adults. Younger members of a family, broadly speaking, have to accept the preferences, in choice of newspapers, magazines and cinema and radio programmes, of the adults who live round them. The adults choose, on adult grounds, in fields which cater predominantly for adults; and the responsibility for what comes into their homes, and therefore affects their children, is theirs.

5. Many opinions have been expressed about the effect on boys and girls of adult films, newspapers and radio programmes. There are, beyond doubt, instances of a direct and profound effect, resulting sometimes in serious law-breaking. But we believe that the power of these extraneous influences is often exaggerated; and we have no evidence that a boy or girl not previously disposed to law-breaking has been started on a career of crime solely by gangster films or reports of violent behaviour. Here, as elsewhere, the character of the child will determine his actions.

6. On the other hand, more generally, there is abundant evidence that in matters of speech, dress, behaviour and that much more important field vaguely called “values”, the cumulative effect of these and similar influences is considerable—none the less so because it is often unconsciously exercised and unconsciously received. Film-stars, crooners, dance-band leaders, variety artistes and other prominent figures in the world of entertainment have a real responsibility. Boys and girls have always worshipped their heroes and heroines, and it is probably true that the greatest single influence in many a girl’s life at a given moment is that of her currently favourite film-star. This is not necessarily a bad thing; but it becomes harmful if that influence leads, whether deliberately or not, in the wrong direction. We could wish, for instance, that those responsible for making films gave more consideration to the effect that these films will have on impressionable adolescents, who, in fact, form a substantial proportion of regular cinema-goers. We do not advocate any alteration in the present system of censorship, either of films, plays or other forms of public entertainment, or in the law about the admission of young people to them. But we repeat that this field provides a notable example of the responsibility of adults towards the younger generation, and we earnestly appeal to all the parties concerned, not least to parents themselves, to take more seriously the general “background” effect of all these influences on growing characters and to recognise their respective responsibilities more clearly than in the majority of cases they have hitherto done. We say nothing specifically about the effect of

television on children and young people generally because this is the subject of an enquiry recently instituted by the Nuffield Trust; we look forward to seeing its conclusions.

7. These same considerations apply also to newspapers and magazines. It cannot be denied that much of what is published every day and every week is unsuitable for young people; it is not merely prudish to object to the near-pornography which is so freely available to anybody who cares to buy it. But the solution to this problem is not to be found in further legislation in a field already complicated enough, but in a fuller realisation, by all those who are concerned, of the damage which is done, imperceptibly (and no doubt unintentionally) by the producers and purveyors of the harmful rubbish. When there is so much that is attractive and wholesome available, it does us no credit as a community that we acquiesce in and indeed encourage what is in fact degrading. There is another aspect of this particular problem, besides the possible harm of the immediate impact of particular items unsuitably presented. Newspapers form the general background both of the individual's daily life and of the family's contact with the wider world. If this background is painted in sensational colours or distorted shapes, the whole system of values of those who live against it will be thrown out of proper perspective and proportion. There is a real danger that sensationalism will overstretch the senses and the imagination, leaving them permanently less lively and less elastic than they might have been. Young people are affected not only directly and at first hand but also indirectly by the fact that the adults with whom they live may suffer from gradually falling standards of values and judgment. It has several times been pointed out to us that the normal activities of normal young people are seldom reported, though an occasional piece of sensational behaviour by a cosh-boy or a good-time girl commands disproportionate attention. (It is noteworthy that local papers throughout the country show a better sense of proportion in this respect than do some of the national newspapers.) We would not wish to have it thought that we are roundly and comprehensively damning the magazines and newspapers of this country. We are not. But we are saying that their influence can be very great, that it is sometimes bad, and that the responsibility for the quality and direction of this influence rests with the adult world. We believe that very few adults indeed deliberately intend to do harm to young people; but we also believe that more explicit recognition of this adult responsibility is an urgent need.

8. The influence of religion ought to be the answer to many of these problems. Splendid work is being done by the Churches inside their own organisations or inspired and sponsored by them in wider circles; and there is evidence of a growing sense of the need for religion. But it must be recognised that organised religion to-day directly affects a smaller proportion of the population than it formerly did. Here again it is the behaviour of adults, and especially of parents, which will determine the attitude of the younger generation. The influence of the Churches cannot easily be exerted

unless young people are put in a position to feel it. Admirable work is being done in many Sunday schools. But, inevitably, Sunday school attendance is regarded by young people as something to be grown out of, like plaits or short trousers, unless their parents take church-going seriously. If parents send their children to Sunday school but themselves cheerfully spend the whole of Sunday in a secular fashion, the influence of organised religion can be neither strong nor lasting. Family activities, centring on a place of worship and including the 15- to 20-year-olds as participants with a place of their own in them, have already achieved considerable success and deserve to be much more widely adopted.

9. We have considered the extent to which we should like to see all "Youth" activities animated by a distinctively Christian outlook. There are many men and women whose leadership is based on their Christian beliefs, and some organisations which require their leaders to be professing Christians. On the other hand, many men and women of goodwill freely and sincerely give their time and influence to helping young people without explicitly professing a Christian creed. And we have come to the conclusion that it would be wrong to seek to require of them any specific religious affirmation. Nevertheless, we record our conviction that this is fundamentally a Christian country, not only on the ground that we have an established religion but also because we believe that at bottom the great majority of our fellow-citizens accept, however inarticulately, a Christian basis for their lives and actions. We therefore believe that work with young people must be founded on the Christian ethic and the recognition of Christian standards of thought and behaviour. How far this in its turn demands Christian doctrine we are not competent to determine. Our concern is that a religious background should be regarded as an indispensable part of the life of the nation and therefore of the lives of our young people. We recognise the value of the contribution made by the Jewish community, in this as in other fields, and the deep influence of the Jewish religion as an inspiration in this field to those who practise it.

10. So far we have been concerned with "background" influences, common to all of us but considered here in their effect on young people in particular. The two influences which have the deepest and most lasting effects are those of the home and of the school. We deliberately make no reference to the system of public education—except to one section of it which we discuss in paragraphs 20 and 21—since that is dealt with by another Working Party. On the influence of the home we would say, briefly, but with all the emphasis at our command, simply this, that if parents realised and fulfilled their responsibilities very few other influences on children would have any appreciable weight. There are in this country, and we are profoundly thankful for it, thousands of homes where families are brought up sensibly and unselfishly, so that young people come to recognise their duties and obligations as well as their rights and privileges. Where this is not so, the reasons are far more often ignorance and selfishness than deliberate neglect or

misdirection. Sometimes an atmosphere of unrelieved materialism narrows the horizon and impoverishes the spirit; sometimes a well-intentioned but mistaken policy of non-interference leaves young people without guidance when they most need it. Nobody supposes that being a good parent is easy. But not all parents realise that they have real responsibilities beyond the simple duty of providing food, clothing and shelter. If what we have said in earlier paragraphs about the responsibility of adults towards the younger generation is at all true, it is truest of all in the relationship of parents towards their own children. It cannot be insisted too often that the influence of the home is the earliest, deepest and most enduring of all; if parents allow that influence to be weakened or superseded by the welfare services of the State or the local education authorities they are doing a serious disservice to their children.

11. We turn now to those influences which are deliberately designed to have an effect on young people during their hours and days of leisure. There is an increasing number of magazines written and produced for adolescent readers; and many of them set admirable standards of interest and taste. At the same time there are others, notably those which are generally known as "horror-comics", which are a sheer disgrace to any community. We warmly welcome the steps which have recently been taken, not least by newsagents and some sectors of the industry itself, towards the suppression of publications which cannot conceivably do any good and may do a great deal of harm. We wish to support, as strongly as we can, any such action.

12. Of recent years there has been a considerable increase in the number of dance-halls, soft-drink bars, amusement arcades and similar places of commercial entertainment. To a large extent, though not entirely, these deliberately encourage an adolescent *clientèle*. The well-conducted dance-hall or soft-drink bar is a far better place for young people to spend their time in than the streets. Everything depends on the way in which they are run, on the attitude of the management towards their adolescent customers, and—again—on the degree of responsibility towards younger people which older people display. Generalisations, either of praise or of blame, are dangerous; but our view is that such places of entertainment are not bad in themselves but are bad when they are used for bad purposes or patronised to excess. Especially, we have doubts about the desirability of amusement arcades, in view of the uses to which they are often put, and we suggest that some investigation should be made of the question whether some system of licensing them should be introduced. In general, we believe that the right attitude towards this sort of entertainment is not verbal condemnation or attempted suppression, but a genuine effort to bring about in young people themselves a desire for more positive and productive ways of taking their pleasure.

13. Opportunities for this are provided by the Youth Service. It is not our intention to narrate the history of the Youth Service, or to trace in detail the stages of its development from 1939 to the present day. Before we call attention to the present needs of the

Youth Service we would wish to make one or two general observations about the principles and organisation of it.<sup>1</sup>

14. The importance of Youth work was recognised by the State as long ago as 1918 and much was done through the Juvenile Organisations Committees and, later, through the Physical Training and Recreation Act of 1937 to stimulate and assist provision. But it was an important decision in 1939 that regular grants should be available from the Exchequer and through the local education authorities to help voluntary organisations which, until then, had been the main providers in this field. The other major effect of the institution in 1939 of a statutory Youth Service was that the local education authorities, as well as assisting the work of the existing organisations, began themselves directly to provide clubs and, especially, trained and salaried leaders and instructors. It was intended that the statutory bodies and the voluntary organisations should form a partnership in organisation, finance and activity. And this partnership has come into being and been loyally operated, on both sides, for fifteen years. In the early days it was indeed an achievement to produce a friendly and operative partnership between statutory and voluntary bodies. But by now the functions of the partners interlock and overlap to such a considerable extent that it is sometimes difficult to discover which of the two is responsible for a particular activity; the headquarters of voluntary bodies receive public funds; youth clubs founded and financed by local education authorities are affiliated to the national voluntary associations; specialist instruction to voluntary groups is given by members of the staff of statutory institutions. We have, in fact, reached the point where to talk of "partnership" emphasises the fact that there are two agencies sharing in the work, whereas the important thing at present is to emphasise the unity of the whole work, by whomsoever it may be done. In other words, we should now be moving away from worrying about the precise origin, statutory or voluntary, of any particular activity, and towards looking at the picture of needs and provision as a single whole.

15. Unfortunately, it seems to be a fact that the Youth Service is being taken less seriously than it was. In 1939 Youth Committees were set up in practically all the local education authority areas in the country, and over the years they established a position of respect both for themselves and for the work they sponsored. During the last few years this picture has changed, for the worse. We do not suggest that the fault lies solely or even mainly with local education authorities; on the contrary we readily admit that many authorities are doing most valuable work and are anxious to extend it within existing limitations. But the fact remains that the central government, the local authorities and the general public have lost the sense of urgency which informed Circular 1486. For this there are several reasons—finance, building restrictions, shortages of qualified staff, and the competition of other services.

<sup>1</sup> In paragraphs 13 to 15 we are speaking mainly of England and Wales. With minor changes here and there, largely of nomenclature, a broadly similar picture could be painted for Scotland.

But there is a more fundamental reason of far greater importance than any of these. There are serious doubts abroad as to the purpose of the Youth Service in these days of full employment and the claims it can make on the already over-pressed resources of the State and local authorities. These doubts are so vital that we must analyse them further and do our best to remove them.

16. In the first place there is a widespread (though seldom articulate) doubt whether in fact the Youth Service has a part to play in the life of young people. It was understandable, the objection runs, that in the nineteenth century men and women of wealth and social position should have felt an obligation to provide for the under-privileged some of the things which would help to alleviate their lot, physical, social, spiritual and economic. It was creditable, in the then state of affairs, that settlements, clubs, and other forms of social service should flourish; and whatever may be thought of the social system which made such provision necessary, there can be nothing but admiration and praise for those who voluntarily supplied it. But all that, we are told, is now a thing of the past. The State now ensures that "the under-privileged" no longer exist; and with their disappearance has disappeared the need for the (inevitably rather patronising) activities of such volunteers. The whole apparatus of voluntary service, with its suggestion of *de haut en bas*, is obsolete. It was understandable, too, that in the dark days of 1939 the State should have intervened to buttress the activities of the existing voluntary organisations. For then there were very present in the lives of all of us the disturbances which were caused by the black-out and by war conditions in general. A "first-aid" service was highly appropriate, and indeed necessary, to safeguard our young people in the conditions which then prevailed. But those conditions have, mercifully, vanished, no less completely than the economic and social background of the nineteenth century. So the reasons for a Youth Service, whether they date from the nineteenth century or from the stresses of a world war, have gone; what need is there, then, to perpetuate arrangements for situations which have vanished, we hope for good?

17. This is not merely a rhetorical question. It is a real one, in the minds of administrators and of thoughtful members of the general public; and it deserves an answer. If the Youth Service is no more than an "ambulance" service or a form of making up, to a part of the population, for what they materially or economically lack, it would seem that it must be, as the State progressively provides more and more of what is needed for material comfort and stability, obsolescent. The answer is, in part at least, something like this. Let it be granted that the temporary needs of the nineteenth century and of war years called for a temporary solution; and let it be granted that the temporary solutions which were empirically worked out did, in their particular day and generation, do something towards meeting the temporary needs. Those facts do not exhaust, though they may have partly obscured, the enduring needs of young people in all times and circumstances. The justification of Youth Service to-day is that it provides, through the familiar

British multiplicity of methods, techniques and organisations which make it up, opportunities for young people to live and move in fields of desirable experience which otherwise would be closed to them. More explicitly, the various forms of youth organisation enable young people to learn, as many learn nowhere else, to live as responsible and contributory members of groups which they have joined voluntarily and of their own interest and free will. Each of these elements is important. It is important that the young people should recognise their responsibilities in and to the groups, that they should themselves contribute, in service, time, interest and money, to the groups. It is important that they should join the groups voluntarily, since the other groups to which they belong, notably the family and the school, they do not join of their own free will. It is important that there should be groups, bigger than the family but smaller than the overwhelming groups of school, works, town or nation, to which young people may belong. And it is above all important that in these groups these young people should live, should actually practise, albeit on a small scale, the arts and sciences of living together. Too often the whole thing is regarded—even by its defenders—as a rather artificial apprenticeship, a preparation for the life of an adult citizen, as if youth groups were simply collections of young persons rather pathetically pretending to be grown up and aping the adult under the guise of “learning citizenship”. The truth really lies deeper. They may well be preparing themselves for adult life. But if they are, this is an incidental (though not a wholly accidental) by-product of what they are in fact doing here and now. They are here and now living a part of life which they cannot live anywhere else; and this is the primary and abiding justification for the Youth Service not only at the present time but at all times, that without it the lives of these young people, as young people, would be the poorer.

18. The second major reason for these doubts has to some extent been answered in advance in the preceding paragraph. The argument is something like this: Granted that there used to be some needs of the kind which have been outlined; is it not the case that these needs are progressively being met more and more by the schools and by the educational system in general? Round all good schools there are growing up clubs, societies, out-of-school activities of various kinds, all of which help to meet the needs which have been mentioned and which, indeed, are real. While schools were imperfect there may have been need for this sort of supplementation of their contribution. But nowadays, with better recreational facilities, more and more voluntary activities, and wider and wider contacts with the world outside, where is the need for what is by now no more than a fifth wheel to the coach? What the schools do not provide, the evening institutes can; and the many opportunities which any local education authority now offers, for recreation, informal learning, or serious study surely leave none of the former regrettable gaps? Especially when county colleges, written in to the essential structure of the educational system in the Education Act of 1944, materialise, will not the Youth Service be entirely

obsolete? What can it provide that the combination of good schools, good evening institutes and good county colleges cannot?

19. This, again, is a point of view which must be seriously considered and honestly answered. Beyond what has been said in paragraph 17 there is this to be added. In schools and evening institutes what is being provided is being provided *by* somebody else, some outside authority, and presented *to* the young people as recipients. Save that it comes from a quite different source, statutory instead of voluntary, it occupies the same position, its relation to the young users, recipients or consumers as the nineteenth-century "charity". So far as the young people are concerned, it is not "their own show". They have no direct personal responsibility, they are not in the position of having to stand on their own feet and make a success of what they have undertaken. They are, in short, however vigorous they may be in some of these undertakings, essentially passive recipients, not active agents. There is a fundamental difference in spirit and attitude between attending an evening institute class, on the one hand, and being a responsible and contributory member of a girls' club, on the other. Both should exist. Certainly the girls' clubs and similar organisations should not be regarded as making the evening institutes superfluous. The converse is equally true. The attitude of its members towards each of them is fundamentally different, and the existence of the one is no argument for the non-existence, or supersession, of the other.

20. County colleges ("junior colleges" in Scotland) raise a further point of difference. There can be no doubt that whatever form (or, preferably, variety of forms) they eventually take they will, when they come into existence, constitute a very important factor in this field. From many points of view they will provide quite new opportunities. For instance, it will then be possible to keep young people continuously within the range of the National Health Service, it will be possible to stop up some of the gaps in the Youth Employment Service and it will be possible in general to assert the principle that when young people begin to work they should be learners as well as earners. No doubt there will grow up round the county colleges, as a natural and desirable part of their life, numberless societies, clubs and "out-of-school" activities generally. But all this will take place within the framework of compulsion. For voluntary as these peripheral activities will be, the centre will be a place which the young are compelled to attend. One of the major problems for the county colleges, in general, is going to be to convince the newly independent young wage-earner that continued compulsory attendance at a place of education is a desirable thing. Against that background, with a possible (even probable) element of resentment of compulsoriness, young people must not be assumed to be going to welcome the subsidiary manifestations of county college life. But if they do, the fundamental fact remains, that the underlying principle is not, as it is in the Youth Service, voluntary choice by the young themselves; and that fact in itself is enough to make a clear and abiding difference between anything the county colleges can do and what the Youth Service does.

21. We have not thought it to be our responsibility to offer an opinion on the important question whether the institution of county colleges should be the next major item in the nation's educational programme, or whether, for instance, the raising of the school-leaving age to sixteen should precede it. What we do feel, and strongly urge, is that county colleges should be introduced at the earliest possible moment, not because we see in them a complete answer to the problems connected with young people, or because we think that they will of themselves provide, and provide better, what the Youth Service is now trying to provide, but because we believe that they will, in such ways as we instanced in paragraph 20, enable young people to live fuller and more nearly complete lives. We do not believe that they will ever supersede the Youth Service or make it superfluous.

22. We have emphasised the importance to young people of belonging to groups, and especially the kind of groups which come within the general range of the Youth Service. It is a well-known characteristic that at certain ages and stages of their development they tend to band together for one purpose or another, desirable or undesirable, good or bad, creative or destructive. It is on this natural disposition that the Youth Service is, in the last resort, founded. Here we would wish to guard against one possible misunderstanding. We do not believe that all young people should necessarily join, or be encouraged to join, an organised group. There are many who prefer not to do so, who would rather pursue their own interests by themselves or with only one or two friends. These are often, in personal quality, among the best; and it would be foolish and even harmful to try to divert them from their natural inclinations. On the contrary, it would be a good thing that these inclinations should be more actively fostered than has hitherto been the case, and that much more generous provision should be made for the individualist, in encouraging him to read, sail, travel or make music, without intruding on the comparative privacy which he prefers.

23. But the majority of young people are gregarious and will find in the life of a group which they have voluntarily chosen to join a satisfaction which they do not find anywhere else. It is therefore important that these groups should possess a high corporate quality. For it is clearly desirable that this satisfaction should be qualitatively good rather than bad. And it is desirable also that the activities of these groups should be as good, of their kind, as the products of commercial entertainment are good of theirs. The more judicious among young people are perfectly capable of deciding that the quality of what is offered by the Youth Service must stand comparison, on its own merits, with the obvious counter-attractions; and they will, understandably enough, choose, from the whole range of leisure-time activities offered to them, whichever seems the best of its kind. Consequently, both the content and presentation of Youth Service activities must be of high quality, in the contemporary idiom and as magnetic as its competitors. Old-fashioned techniques, obsolete subject-matter, and dingy surroundings cannot

be expected to compete successfully with the luxury and excitement which are well within the purchasing-power of many young people to-day. We cannot expect young people, eager to find a group which will fulfil their adolescent needs, to choose what we think is good for them simply because we think so; its intrinsic merits must not be prevented from shining through by unimaginative drabness.

24. At this point we are inevitably led to the conclusion that the one crucial need of any such group is that it should possess the right kind of leader. There is in Britain, as we have hinted in paragraph 16, a long and valuable tradition of voluntary youth leadership, which has set standards both for other countries and for the wider needs of the Youth Service here. The debt we owe to these volunteers, in all kinds of youth groups and associations, is almost beyond estimation. And in spite of the difficulties to which we have earlier referred, there are still thousands of them, working hard and selflessly throughout the country. They, and their professional colleagues, are, in fact, carrying the whole community's responsibility in this field and they should be honoured accordingly. There would be more of them if the strictly "amateur" attitude could be relaxed, in the perhaps undignified but certainly not unimportant matter of their financial expenses. We believe that there are many men and women who quite simply cannot afford to be out of pocket by reason of work of this kind which they would otherwise like to do; and we recommend that those organisations which largely depend on voluntary help should frankly face the question of the desirability of making payment of travelling expenses to their voluntary leaders and helpers.

25. But beyond the voluntary part-time youth leaders, usually working in the established "voluntary organisations", there are now some thousands of men and women who are paid for their work in the Youth Service. There are, for example, men and women, professionally qualified in one or other of the activities of a youth group, who are engaged, for instance by a local education authority, to give evening instruction in a craft or a technical subject. Sometimes, in consequence, embarrassments arise when a paid instructor is working with one group and an unpaid volunteer with another, even in the same subject in the same building. These awkwardnesses must be faced without pride or squeamishness. And if what we have said about quality is to be taken seriously, we hope that nothing will be done to prevent the real expert from putting his skill and experience at the disposal of young enthusiasts. We cannot believe that the fact of being paid for doing so reduces the influence of a good practitioner.

26. Beyond these again are the full-time paid leaders and organisers, very few in number by comparison with the volunteers or the part-time paid helpers, but perhaps the most important category of all so far as quality is concerned. There are some who regret the "professionalisation" of youth work, and regard this as a deplorable result of its growth and wider extension. But, in our view, while it is possible and natural to regret that there are not more volunteers able and willing to offer their services it is also

possible to welcome the emergence of a recognisable profession of those who work with young people. We believe that there must be and should be a number of paid full-time leaders, that the present number of them is inadequate, and that the number of men and women of the right quality coming forward is likely to remain inadequate until the conditions of service are reformed on a genuinely professional basis.

27. We do not propose to add to the already extensive literature which has accumulated round the subject of youth leadership, either by delineating afresh the characteristics of the ideal youth leader or by setting out again the practical details of his or her duties. We are more concerned with the points that youth leadership is by now a recognised career and that it is (in our view, rightly) aspiring to recognition as a profession, with accepted professional standards and prospects. There are real practical difficulties. There is as yet no universally recognised training or qualification of the kind that is familiar and regarded as indispensable in other professions with appropriate salary scales. There are in existence several training courses, some intended for full-time leaders, others for part-time leaders and yet others for the unpaid volunteers; we hope these will be encouraged, watched and carefully assessed. But the position has not yet been reached where any of these is universally demanded as a pre-requisite for appointment, as the appropriate training would be demanded, for instance, of a teacher or a nurse. Further, there is the discouraging fact—and this is especially true in Scotland—that the number of qualified full-time leaders needed in any one year is at present too small to guarantee a regular professional demand.

28. There is, also, a more baffling practical problem. It is widely felt that youth leadership is not a career which ought to occupy the whole length of anybody's working life. The particular qualities required, and the particular demands made, are felt to be such that only in very exceptional cases should a lifetime be spent in this work. If this is true, then some means must be devised of promoting interchangeability between this profession and some others, so that an individual may move from one to the other, and perhaps back again, without loss of professional status or advancement. Proposals have been made, in authoritative reports both in England and in Scotland, for such transfers as between youth leadership and the teaching profession. These we warmly welcome, without committing ourselves to an opinion on the controversial question whether or not teachers make good youth leaders. But we would urge that this interchangeability be worked out in relation to another group of professions as well. Some years of work in the Youth Service may be an extremely valuable episode in the career of a probation officer, a community centre worker, a youth employment officer, or a practitioner in any out of the increasing number of careers in social service at large. In any such scheme a wide degree of interchangeability must be combined with sufficient rigour of standard to guarantee a genuine professional standing. We recognise all the difficulties, but we are convinced that the most important single

contribution which could be made, on the practical level, to the strengthening of the Youth Service, would be the establishing and maintaining of a professional cadre of full-time fully trained men and women.

29. The precise form any course of training should take would naturally be determined by the function of those for whom it was designed. We recognise the value of a full-time university course, in preparation for a social service qualification, as one very good route to a full-time career as a youth leader or organiser; and there is much to be said for a university course to be taken at a later stage by persons who have already gained practical experience in youth work. There were also at one time as many as five one-year university courses current, concentrating on preparation for youth leadership, but this number has now fallen to one. It is not axiomatic that a course taken in a university will provide the right initial training for this sort of work; but if there is to be interchangeability between the professions of teacher and youth leader clearly the standards of the training required for each should be comparable.

30. For part-time leaders both the local education authorities and the voluntary organisations have provided courses of training; and the notion of "partnership" has been in practice applied both to the recruitment and to the content of these courses. We hope that more and more part-time workers will undertake courses of one kind or another; for although we fully recognise that training cannot of itself make a leader yet we find it hard to believe that a person temperamentally suitable for the work would not do it better for some training. At the end of some of these courses certificates are awarded, which vary considerably in their standards and acceptability, and there is value in some of the schemes of testing already in operation. But this whole question requires further consideration.

31. There is the further problem of those men and women who, trained for some other occupation, turn to youth work comparatively late in their careers. They may aim at full-time employment in it, or only at part-time work in it. We believe that there should be full opportunity for them to qualify themselves, on the non-academic lines at which we have hinted in paragraph 29. They can be a great strength to the work, from their maturity and wider experience, and we hope that these qualities will be recognised and that after suitable training they may be able to take a place alongside their more academically trained colleagues.

32. But, of whatever kind, training there should be. And this involves money, both to pay the trainers and to enable the trainees to live and eat while they are being trained. It will be money well spent, for the quality of the work done is bound to improve as a consequence and, as we have noted in paragraph 23, the quality of what is provided is the surest attraction to those young people who are increasingly familiar with high quality in their other activities and interests.

33. There is another part of the field where the spending of money would be a casting of bread on the waters, and that is in development and experiment (and in the exchange of information about them). We have urged, in paragraph 23, that outworn techniques and obsolete habits of thinking should not be allowed to obstruct the free flow of the benefits of the Youth Service. Many of the organisations, and many individuals within the Youth Service, would be delighted to try new techniques and to experiment boldly with fresh ideas and methods. But new techniques and enterprising experiments cost money. So does the follow-up of an experiment which may have been found to be successful. There is urgent need for the taking of financial risks in this part of the field; but the organisations, statutory and voluntary, have not the money available to make these developments possible.

34. It is our view that the cardinal lack of the Youth Service at the present time is money. In this respect, as in some others, the Youth Service is at the parting of the ways. The nation must decide, and express its decision through its representatives and through the administrators who act on their behalf, the plain question whether it wishes the Youth Service, and all that it stands for, to survive and prosper, or whether it is prepared to see it, and all that it can provide for our young people, shrivel away and perish. If it gives the latter answer, it must take full responsibility for the consequences which will inevitably fall on the younger generation. If the former, then it must provide the money which will inevitably be necessary. The Youth Service is a comparatively new branch of educational activity, with neither the traditions nor the vested interests to preserve it in time of stress. It has never received enough money, and when competing claims for priorities arise it is particularly vulnerable. This state of affairs must be altered.

35. So far as it is possible to disentangle expenditure on Youth Service from other spending under the heading of Further Education, it appears that the expenditure of the Ministry of Education and the local education authorities for Youth Service is but a small fraction of the Further Education figure. Yet the 1944 Education Act puts the responsibility for the Youth Service as firmly on the shoulders of the local education authorities as the obligation to provide more orthodox and traditional "education". We well know the range and variety of the financial demands which local education authorities have to meet. But we regret that the requirements of other claimants in this field should have reduced the Youth Service to its present straits. The financial points which we have stressed in this paragraph are indeed no more than a reflection of the community's attitude towards the Youth Service. A real public concern would very quickly produce the money.

36. It must not be thought that we regard further financial provision as an end in itself. The fact is that if there were more money the whole administration of the Youth Service, and the work which it serves, would be substantially strengthened. Circular 1486, issued in 1939, contemplated central and local machinery

directed to stimulating and organising the service, and a special staff at the Ministry of Education, including a National Advisory Council, was set up to follow up its recommendations. When the Education Act, 1944, was passed, however, it became the duty of the local education authority under Section 41 of the Act to secure the provision of adequate facilities as part of the scheme of further education for the area and henceforth the service was merged in a wider context.

37. It was inevitable that the service of youth should be fitted into the administrative pattern, and the new responsibility placed on local education authorities was undoubtedly a step forward. In spite, however, of progress in certain directions, the results have been disappointing. The great importance attached to technical education since the war has inevitably tended to overshadow the claims of what is generally described as "other further education" and the continuing pressure of economy both in capital investment and current expenditure on education has borne with special severity on a service in which the urgency is less obvious. The statement in Chapter II of the Ministry's Report for 1952 seems to us to be of melancholy significance at a time when special efforts are called for to combat juvenile delinquency. It reads—

"The further restrictions on financial expenditure and on building work virtually called a halt to all new developments in the Youth Service. There was evidence too that local education authorities' expenditure on the Youth Service was reduced during the year."

The picture for 1953 is no more encouraging.

38. We gladly welcome the policy announced by the Minister of Education in Circular 283 and we have no doubts that the increased capital investment and the revival of grants in aid of premises will go far to stimulate progress. We also hope that the withdrawal of Circular 242 heralds a new policy both centrally and locally in regard to grants towards the Service of Youth. At the same time it would be unduly optimistic to expect that the future is assured. There must be a determined effort to recapture the sense of urgency contained in Circular 1486. The impetus given by the war has lost much of its power and a new aim and purpose is called for. At the same time, the administrative machinery at the centre and in the localities should be strengthened in order that the claims of the Youth Service may be able to compete with other services and that its resources may be equal to its task.

39. It has been suggested to us that a new type of administrative machinery is desirable. For example, an independent body possessing powers comparable with those of the University Grants Committee or the Development Commission might be set up with power to dispense grants made available by Parliament. Alternatively, a body similar to the Central Youth Employment Executive might be created at the Ministry of Education in association

with other Departments to administer the service from funds carried on the Ministry's vote. After careful consideration, we do not support either of these proposals. An independent body of the kind suggested would need statutory backing; to establish it would conflict with the Education Act of 1944 and would in our view tend to confuse the issue and antagonise the local education authorities, even if—which we doubt—it was any more successful in securing additional resources.

40. In paragraphs 35–39 above we have been referring to enactments and administrative arrangements current in England and Wales. The situation in Scotland is substantially similar, and what we have said applies with equal force. Nor do the proposals discussed in paragraph 39 seem to us any more an answer to Scotland's problems than to England's.

41. We do, however, urge that the Ministry of Education and the Scottish Education Department, with the support of the Treasury, should ensure, by all possible means, that the claims of the Youth Service are given a reasonable share in the allocation of annual grants and capital investment.<sup>1</sup>

42. We also recommend, as a most important step towards ensuring that the welfare of young people is properly served, the establishment, at the highest possible level of influence, of a National Youth Advisory Council for England and Wales, and a similar one for Scotland. Their functions would, in our view, not be those of the former Youth Advisory Councils, which composed reports on wide and general subjects remitted to them by the Board of Education or the Secretary of State for Scotland. The new National Youth Advisory Councils would contain representatives of the local education authorities and the voluntary youth organisations, with a substantial proportion of independent members qualified to speak from the point of view of parents, teachers, employers and the Churches. The Councils' interests would not be confined to the Youth Service, but would extend over the whole field of the many and varied influences which affect young people in their leisure time. They would be a driving force which would both arouse and bring to effective application the community's responsibility for its young people.

43. But when all is said, we return to the very first sentence of this Report. The responsibility for our young people rests with the adult community. The more they are subjected daily and hourly to the influences we have outlined, the more their formal education fits them for living in a technological age, the wider the experience which modern scientific developments offer to them, the more

<sup>1</sup> In Scotland the Youth Service and other informal further education activities are administratively more closely associated with each other than is the case in England. Scottish conditions justify this arrangement and we do not recommend that it be changed; but we urge that the number and status of the staff responsible, *inter alia*, for the Youth Service, in the Scottish Education Department and in the field, should be appropriate to its needs and importance.

crucial becomes the question, "What sort of human beings are they going to grow up to be?" The answer depends, simply, on the urgency and the intimacy with which each adult accepts this as a personal responsibility.

(signed) J. F. WOLFENDEN  
JOHN HIGHER  
K. M. KENYON  
W. O. LESTER SMITH  
JEAN MARINDIN  
W. R. NIBLETT  
JOHN WATSON  
GRIFFITH WILLIAMS

PART V

THE REPORT OF WORKING  
PARTY "D"

PERIOD IN THE SERVICES

THE MEMBERS OF WORKING PARTY "D" WERE:

*Chairman*

General Sir BERNARD PAGET, G.C.B., D.S.O., M.C.,  
Governor, Royal Hospital, Chelsea.

*Members*

Brigadier P. B. CUDDON, C.B.E., M.C., *Secretary*.

Professor J. DREVER, M.A.,  
Department of Psychology, University of Edinburgh.  
(till 21st April, 1954)

Major-General J. M. L. GROVER, C.B., M.C.,  
formerly Director, Army Welfare Services.

Admiral Sir CECIL HARCOURT, G.B.E., K.C.B.

D. McMAHON, Esq., M.A.,  
Applied Psychology Unit, University of Edinburgh.  
(from 26th April, 1954)

Mrs H. L. MORGAN, B.A.,  
a Vice-Chairman of the National Union of Townswomen's Guilds.

Marshal of the Royal Air Force Sir JOHN SLESSOR, G.C.B., D.S.O., M.C.

Mrs K. T. SWANZY,  
National Federation of Women's Institutes.  
C.O.T.—E

# I

## SUMMARY OF RECOMMENDATIONS

### INTRODUCTION

1. The recommendations given below should be studied in the light of the following considerations which the study of this problem has shown to be of outstanding importance.

First, in order to preserve a correct perspective it must be remembered that, as has been proved in Korea, Malaya and Africa, the material coming into the Services is, in the main, very good.

Secondly, it is clear that the paramount concern from the national point of view is not so much with young men whose education is continued up to the age of 18 or later but with boys who, leaving school at 15 years of age, undergo neither further education nor any skilled training and consequently drift purposelessly until called up. It is to this category that the criticisms contained in Section V of this Report mainly apply.

Thirdly, as this study by King George's Jubilee Trust focuses attention upon youth, there is a danger that the failure of adults by precept and example to live up to those standards which they demand of youth, will be overlooked. It should not be forgotten that "The fault, dear Brutus, is not in our stars, but in ourselves. that we are underlings".

### PREPARATION FOR NATIONAL SERVICE

2. (a) It is of great importance that everything possible should be done to educate the general public as to the real purpose of National Service, to dispel the widespread idea that National Service is an infliction to be undergone rather than a duty to the nation, and to prepare the boy for National Service.

It is recommended that the Minister of Labour and National Service should appoint a Committee, with representatives of the Service Departments, the Ministry of Education, Scottish Education Department, the Ministry of Defence, the Central Office of Information, the Press Council and the British Broadcasting Corporation, to decide upon practical measures to this end.

In addition to the booklet on National Service issued by the Minister of Labour and National Service an additional booklet or booklets designed for distribution to parents, schoolmasters and employers may be required. The generally satisfactory means of educational advancement offered by the Services require to be more widely known.

(Paras. 10, 16 (d), 29)

(b) Following the example set by a few large firms, small firms should, with the assistance, as necessary, of the British Association for Commercial and Industrial Education, the Services, the

Ministry of Labour and National Service and the Youth Employment Service, combine to hold pre-Service courses through the co-operation of agencies such as Junior Chambers of Commerce, Colleges of further education and voluntary youth organisations.

(Para. 12)

(c) In order to remedy the somewhat widespread lack of physical condition, more time should be devoted to physical education in schools at which boys continue beyond 15 years of age. The tendency in some grammar schools to reduce to one period a week the lessons in the gymnasium for those boys who are preparing for the G.C.E. is to be deplored. This takes place at the time when boys need more rather than less physical education. Programmes for the extension of school playing-field facilities and the construction and equipment of gymnasia should be expedited. (Para. 16 (a))

(d) Employers, Employers' Associations, Chambers of Commerce and Trade Unions should combine under the guidance of the Ministry of Labour, in a special effort to make the early years of employment of real educational value for all employees and *not* only for apprentices and those displaying especial promise.

Because the country cannot yet afford to keep him at school, employers should be persuaded to regard the 15-18-year-old boy as in trust to them during these critical years so that he may be given general and physical education as well as serious vocational training. (Paras. 13, 14)

(e) In order to arrest the existing educational deterioration of those who leave school at the age of 15 and are not apprenticed, Her Majesty's Government should give serious consideration to the possibility of hastening the establishment of County Colleges.

(Para. 16 (b))

(f) Lack of self-confidence and initiative are the predominant deficiencies in character of young men on joining the Services. The development of character and stamina is of much greater importance both to the Nation and the Services than the attainment of an elementary proficiency in drill and weapon training. Therefore the cadet organisations of the different Services should unite in organising their training on the lines of the Scout and Outward Bound movements. It is recommended that the Ministry of Defence should appoint a committee with representatives of the Cadet Organisations, the Scout movement and Outward Bound Trust to decide how cadet training can be more closely related to the Senior Scout and Outward Bound systems. In this connection it is considered that the Services should examine the possibility of giving some official recognition to those reaching an agreed standard before call-up.

In order to raise the standard of leadership in the Cadet Forces the Service Departments should take all possible steps to encourage suitable National Service Officers to take advantage of the existing facilities for doing their part-time service in the appropriate Cadet Force. (Para. 15)

## DURING SERVICE

3. (a) In order to increase the proportion of men employed in their own trade during their National Service it is recommended that efforts to equate Service and civilian trade requirements should be continued under the auspices of the Ministry of Defence. Similarly the possibility of industry preparing men for Service trades by carrying out trade tests to Service specifications should be fully explored. (Para. 22)

(b) Service Departments should keep constantly under review the necessity for employing, as far as possible, only carefully selected instructors at Basic Training Centres. It is of vital importance that, during this formative stage, instructors should be the best available. (Para. 20)

(c) Still greater efforts are needed to improve the standards of cooking and serving food in the Services. (Para. 24)

(d) To encourage the profitable use of off-duty periods, the development of objective leisure-time occupations should be encouraged. These might include the promotion of hobbies, clubs or cultural studies, organised by volunteer enthusiasts or such voluntary organisations as the Council of Voluntary Welfare Work and the Women's Voluntary Services.

Occupations of this nature help to develop initiative and character, and may well become permanent hobbies to be pursued on return to civilian life. (Para. 22)

(e) The Services should take steps to ensure that men, whilst doing their share, are not unduly employed on "chores" or in such establishments as Ordnance Depots at home throughout their service. (Para. 22)

(f) In order to combat ignorance and apathy in religious matters, it is recommended that attendance at "Chaplain's Hour" should be obligatory and supplemented by further weekly evening sessions at which attendance should be voluntary.

The establishment of Chaplains should, where necessary, be increased.

It is also recommended that in the matter of rank and status Chaplains in the Army and the Royal Air Force should be placed on the same footing as those in the Royal Navy. (Para. 23)

(g) Although clearly only practicable in some units and during some periods in the year, it is recommended that the Services should consider adopting the system, in use in industry, of giving a man a day in each week during which he can follow a course of study suited to his future career. (Para. 25)

(h) Owing to the stimulating effect which actual experience of leadership has on the development of character it is recommended that the Services should accept considerable risks in giving as many National Service men as possible the opportunity of becoming leaders. (Para. 20)

(i) Week-end leave for National Service men should be restricted

to a reasonable amount. It is also recommended that, as far as possible, all National Service men should be sent abroad as soon as they are trained. (Paras. 26, 29)

(j) In order to familiarise Regular Officers with the background of National Service men who leave school at 15-16—their homes, schools, leisure activities and jobs—it is recommended that the Service Departments should organise courses on this subject, and that, in addition, selected officers should be seconded for a year to a University Settlement or similar organisation in one of our large industrial cities. (Para. 16 (d))

(k) Whilst the Report of the Inquiry into the organisation and administration of Boys Units in the Army ordered by the Secretary of State for War will, if fully implemented, effect long overdue improvements, it is to be regretted that the terms of reference did not cover drummer- and band-boys. The out-of-date system whereby handfuls of these boys serve with units composed of hundreds of men should be abolished forthwith.

## II

### INTRODUCTION

4. It was considered at the outset that a special effort was required to obtain evidence of the family viewpoint in regard to the effects of National Service upon young men.

With this end in view a Questionnaire was prepared and issued in the spring of 1954 to members of the National Federation of Women's Institutes, National Union of Townswomen's Guilds and the Mothers' Union who had sons serving (or having recently served) in the Forces.

3,100 copies of the Questionnaire were issued, and 1,000 were returned. A Report based upon a summary of 966 of these replies (34 were discarded) was completed by 24th July, 1954.

5. In order to provide some background against which replies to the Questionnaire might be assessed and in order that members of the Working Party might gain up-to-date impressions, visits to Service Units and Establishments were arranged, as shown below. The Working Party is particularly indebted to the liaison officers of the Services for the excellent arrangements made for these visits.

<i>Date</i>	<i>Unit/Establishment</i>
22/1/54	GUILDFORD—W.R.A.C. Depot.
1/2/54	ALDERSHOT—Officer Cadet School, Mons Barracks.
4/3/54	BULFORD—District H.Q. TIDWORTH—10th Royal Hussars.
5/3/54	WARMINSTER—1st Bn. The Wiltshire Regiment.
23/3/54	BLANDFORD—1 Trg. Bn. R.E.M.E. 15 Trg. Bn. (Drivers) R.A.S.C.

<i>Date</i>	<i>Unit/Establishment</i>
7/4/54	BICESTER—H.Q. Bicester Garrison. 15 Bn. R.A.O.C. 16 Bn. R.A.O.C. 39 Base Workshop R.E.M.E.
4/5/54	PORTSMOUTH—H.M.S. <i>Vernon</i> . Victoria Barracks.
5-6/5/54	PORTLAND—H.M.S. <i>Implacable</i> . H.M.S. <i>Indefatigable</i> .
18/5/54	HALTON—R.A.F. Station.
19-20/5/54	YATESBURY—R.A.F. Station.

6. General Sir Bernard Paget and Brigadier P. B. Cuddon attended the Conference on "Industry and National Service", which was held jointly by the British Association for Commercial and Industrial Education (B.A.C.I.E.), the War Office and the Air Ministry at Ashorne Hill, 17th-19th March, 1954.

7. General Sir Bernard Paget and Marshal of the Royal Air Force Sir John Slessor attended a conference on "Youth in the R.A.F." at the R.A.F. Chaplains School, Dowdeswell Park, 13th-15th October, 1953, which was attended by 23 officers and warrant officers of the R.A.F., W.R.A.F., and R.A.F. Chaplains Branch. The conference was organised by Marshal of the Royal Air Force Sir John Slessor.

### III

#### NATIONAL SERVICE: THE PROBLEM

8. It is essential to appreciate at the outset that National Service is a national problem and not a problem that concerns the Services only.

A man voluntarily enters industry and commerce which together produce the means of existence for the nation. He is committed compulsorily for two years to the care of the Services which are responsible to the Nation that the best use is made of this period. Thus, whilst the civilian has the right to criticise, he has also the duty to help. That help is needed primarily in preparing youth for service in the Forces, though it is required also both during and after National Service with a view to resettlement in civilian life.

### IV

#### THE CIVILIAN AND NATIONAL SERVICE

##### ATTITUDE TOWARDS NATIONAL SERVICE

9. National Service should be a positive experience which is embarked upon with a determination to "make a go of it". Therefore the attitude towards National Service is all-important. The fostering of the right attitude is largely the responsibility of parents, schoolmasters, employers and adult work-mates.

## FAMILY ATTITUDES

10. In the opinion of the group of responsible mothers who answered the Questionnaire referred to in the Introduction the attitude towards National Service of approximately 40 per cent of those who become other ranks in the Army and R.A.F. varies from one of indifference to that which may be described as "get it over". Similarly the attitude of approximately 50 per cent of the mothers of Army and R.A.F. other ranks varies from one of indifference to that of hostility and resentfulness (27 per cent), whilst a further 9 per cent are anxious in their outlook. The line between anxiety (which arises usually on the score of health or fear of bad company) and hostility is sometimes a narrow one and the incidence of hostility might well be reduced by the elimination of some causes of anxiety. Parental attitudes vary according to social and economic conditions, whilst politics and religion also play their part. The mothers of officers and those of naval ratings are much more "willing" and much less hostile. Some mothers feel that National Service is a waste of time and that their sons could be more usefully and profitably employed in civil life.

It is clearly of paramount importance that all practicable steps should be taken to educate the general public as to the real purpose of National Service, to dispel the widespread idea that it is an infliction to be undergone rather than a duty to the nation and to prepare the boy to regard it as an important part of his training for life. Many Youth Employment Committees throughout the country arrange regular meetings for young men about to be called up. At these meetings representatives of the Services tell them about life and opportunities in the Forces and answer individual questions. In this connection it is understood that the Ministry of Labour is producing a booklet on National Service for distribution to young men, parents and others interested. It may perhaps be questioned whether any one booklet will be equally suitable for all types of reader, and we consider that an additional booklet, or booklets, may well be required.

## SCHOOL ATTITUDES

11. The attitudes of schools at which boys continue their education up to "call up" vary from that of some which build up close working connections with particular regiments to that of other schools, many of whose boys do not even know the name of their local regiment.

The advice given by schoolmasters to boys varies widely and in general ranges between the following extremes:

- (a) to regard National Service as a continuation of study and to seek a Corps or appointment in which some experience in the boy's ultimate profession may be gained, or
- (b) to remember that National Service implies serving; to put heart and soul into a new experience and try and do something completely different from the boy's ultimate career; to volunteer for service overseas.

Advice must obviously be adapted to individual requirements,

but, in general, for boys at such schools as those envisaged above, the second category of advice would appear to be the sounder, especially in relation to character development.

#### EMPLOYERS' ATTITUDES

12. A few firms only make a genuine effort to ensure that employees enter National Service with a positive outlook by organising pre-National Service courses. The programme of one of these courses is attached as an Appendix.

A large number of small firms with only a few young men entering National Service do not possess facilities for holding pre-National Service Courses. However, there seems no reason why firms situated in the same area should not combine to hold such courses.

Whilst, from the point of view of industry, the deferment of National Service of apprentices until their training is completed is beneficial, it is to be noted that a higher proportion of both sons and mothers are hostile in their attitude towards National Service after deferment. This attitude seems generally to be due to resentment at losing a higher wage.

13. But for the adjustment, where necessary, of their attitude, no major problem in relation to National Service appears to exist for apprentices or for young men who receive continuous education to the age of 18 or later. The vital concern, from the national point of view, is with those boys who, leaving school at 15 years of age, enter employment until called up for National Service.

14. Many of these boys tend to take the most highly paid temporary jobs in order to ensure the acquisition of those pleasures which are likely to be unobtainable or, at any rate, hard to come by as soon as the Services claim them. It is the anticipation of unaccustomed discipline and a comparative shortage of money which are factors in determining this policy of "eat, drink and be merry". This is not an unnatural outlook, since many boys have no reason to suppose that they will not have changed their minds about the nature of the career to which they might think they are best suited by the time they are demobilised. Their attitude towards National Service is thus somewhat lighthearted. Many regard it as a rather unreal interlude in the fierce struggle of ordinary living during which they can ease up and take a rest. Their latent abilities to surmount difficulties and hardships emerge, as is made clear later in this Report, under the stress of active service.

It is significant that whilst waiting for National Service few receive much encouragement from employers. This lack of interest is due, no doubt, to the understandable reluctance of employers to spend time and money on very young men who, after National Service, may be of little value to them. A few firms give the unskilled and semi-skilled some serious training with the result that the employees in this category acquire a measure of pride in their jobs and are more likely to return to the same firm after National Service.

Industry could do a great deal for these boys by refusing to pay them on "piece" rates, thus keeping their money down to reasonable

proportions and by giving them some general education and physical training in addition to serious instruction in their work. All this is done for some apprentices, but for the other boys in a very few firms only. Employers should surely regard the 15- to 18-year-old boy as in trust to them during these critical years since the nation cannot yet afford to keep him at school any longer.

15. Parents, schools (as extensions of the home) and employers share the responsibility of preparing the boy for life and equipping him with certain standards. National Service is but a broadening experience in his further education which should be faced with the determination to get the best out of it. Specific preparation for National Service is helpful and all to the good, but should not be overdone. "Selling the Services" to the potential conscript may well diminish some of his apprehension, but it may also aggravate it, especially if he is disillusioned at a later date, as sometimes happens. The development of his character and especially of his self-confidence and initiative prior to National Service is of the greatest importance. Much of the time devoted to training of a military nature in the various cadet organisations is largely wasted. Under modern conditions of life, when both needs and amusements are produced by turning on a switch or pressing a button, the boy has all too few opportunities of learning how to fend for himself under varying conditions. The boy who has learned to find his way across country by use of map, compass and stars, to bivouac, to cook his own food, to swim, to "life-save", render first aid, handle a boat, etc., is far more likely to develop into a fit, self-reliant man with initiative than the boy who merely has an elementary knowledge of drill and weapon training.

The cadet organisations should co-operate in organising a common training based on that of the Senior Scouts and Outward Bound Trust. Such a training would call for a high standard of leadership in the Cadet Forces, and the Service Departments should take all possible steps to encourage suitable National Service officers to take advantage of the existing arrangements whereby they may carry out their part-time service in the appropriate Cadet Force.

## V

### THE SERVICES' OPINION OF THE NATIONAL SERVICE RECRUIT

#### THE ARMY

16. The Army (the greatest user of National Service men) received in 1954 approximately 106,000 National Service recruits and 27,000 Regulars from the National Service age group; these represent a complete cross-section of the youth of the nation.<sup>1</sup> In

<sup>1</sup> The characteristics of the recruit on joining the Army are given in some detail since intakes to the Army greatly exceed those of the other Services and contain a much higher proportion of those who, leaving school at 15 years of age, constitute the major problem.

the opinion of the War Office the quality of these recruits is mainly good. That most recruits respond well to discipline and training is evidenced by their conduct in Korea and other stations overseas where hard work and hard living are the order of the day. Nevertheless, the following prevalent failings have become apparent amongst the recruits who fall short of the standards attained by the best of them.

(a) *Physical Condition*

Lack of physical condition is somewhat widespread among recruits; this is apparent from poor muscle development and posture, lack of self-confidence and poor co-ordination and agility. Lack of physical training, particularly in later school years, and lack of suitable exercise or of an interest in playing games appear to constitute the principal causes. Generally, unless a man is unusually good at games, opportunities for playing after school seem to be few, and those who do not play, unless their particular employment compels development, deteriorate and develop or consolidate postural faults. Physical condition thus varies with the districts from which they come, their civilian occupation and the facilities for games which have been available.

(b) *Educational Standards*

About 1 per cent of the recruits are illiterate and another 20 per cent although literate are of poor educational standard. The remaining 79 per cent of recruits should, therefore, be educationally at least up to the standard required for soldiers including N.C.Os.

After making allowances for those already in possession of a higher qualification, and for those who have not been in the Army long enough to take the examination, it has been calculated by the War Office that some 50 per cent of National Service men should be in possession of the Army Certificate of Education Second Class, which is intended to approximate to the average attainment of a boy leaving a secondary modern school at the age of 15. In fact a large number of recruits require an extended course before they can obtain even a Third Class Certificate representing the average educational standard of a boy of 12-13 years of age. From the evidence of Army examination results it appears that a number of recruits had reached the highest form at school for reasons other than ability and that some have deteriorated educationally since leaving school.

Whilst lack of opportunity of taking the examination is no doubt responsible in some measure, evidence from personnel selection officers supports the above-mentioned conclusions in a number of cases.

Excluding boys at schools at which they continue their education beyond the age of 15 and university graduates, only a relatively small proportion attend further education courses after compulsory school leaving age unless the terms of their apprenticeship or the conditions laid down by their employers so require. It would appear

that many of those who embark upon further education courses do not complete them.

Similarly hobbies have often been begun and discontinued. The majority seem to employ their leisure passively, e.g. by watching games, going to the cinema and viewing television.

(c) *Religious Training*

Religious instruction appears to have been very seriously neglected in the lives of most recruits. Ignorance and apathy are prevalent amongst even the more intelligent men.

(d) *Character*

It is estimated by the War Office that from 5 to 10 per cent of National Service soldiers require constant and close supervision throughout their service. A further 30 to 35 per cent need less supervision but lack self-confidence to the extent of always requiring firm leadership. The remaining 55 to 65 per cent show self-confidence in varying degrees.

In the opinion of the War Office lack of self-confidence is a predominant failing.

Allied to this lack of self-reliance is a lack of initiative and a resultant tendency to follow any lead that is forthcoming. Investigations by personnel selection officers reveal little evidence of the use of initiative prior to call-up. For many of those leaving school at 15 the pay-packet seems to be the governing factor without much thought for their ultimate future or purpose in life.

Whilst fairly well-mannered and not without some pride in their appearance, too many recruits display a poor sense of responsibility. This may account for a widespread idea that National Service is an infliction to be undergone rather than a duty to be undertaken. The ignorance of the general public as to the real purpose of National Service is considered to be a contributory factor in causing this outlook. Commanding officers are of the opinion that this lack of sense of responsibility and sense of service is due to the fact that the young man is brought up to expect to be looked after and to develop altogether disproportionate ideas as to his "rights" and "duties". His responsibilities to himself, his comrades and to his country do not appear to have been brought home to him. On the other hand, many Regular officers are not familiar with the background of National Service men and are not aware that many boys have worked for three years before being called up, have contributed to the family budget from their earnings, and in consequence develop at an early age a sense of responsibility towards their families and their work-mates.

17. The Army is in an excellent position to assess the effects of his previous upbringing upon the National Service recruit. The causes of the prevalent failings described above—poor physique, poor education, lack of religious knowledge, lack of self-confidence, initiative and sense of responsibility, appear to lie in the homes,

schools and industry. The most difficult years are those between the minimum school-leaving age of 15 and call-up, when all too few come under the influence of the youth organisations for long enough to benefit from them.

#### THE ROYAL NAVY

18. Because hitherto the Royal Navy has had a much smaller requirement for National Service men than either of the other Services it has been possible for the Royal Navy to be selective. In consequence the majority of intakes have been of a high standard. The test scores for entry are required to be much higher than for regular entries and reports from sea are favourable.

Failings, where they exist, apply predominantly to Regular ratings and correspond to those apparent amongst intakes in the Army.

##### (a) *Physical Condition*

Many young men have taken no active part in games prior to entry.

##### (b) *Educational Standards*

The educational standard of the National Service man varies widely, but in general it is higher than that of the Regular entrant. Entrants from grammar and technical schools have reached a reasonably high standard, but a considerable gap exists between these and others, who, in the main, have passed through the secondary modern school. Within the latter group the standard varies widely and at the lower levels is extremely poor.

Of the Regular entries into the Royal Navy approximately 20 per cent have been educated at private, public and grammar schools.

##### (c) *Religious Training*

Many of the youths of to-day enter the Royal Navy with little, if any, religious training.

##### (d) *Character*

*Vis-à-vis* the pre-war recruit, both Regular and National Service entrants are considered to lack self-reliance and initiative. This assessment is qualified by a majority view that whilst the post-war entrant has all the desirable qualities of the pre-war recruit, these qualities are to some extent latent.

#### ROYAL AIR FORCE

19. No detailed assessment of the recruit on entry—corresponding to those set forth in the Memoranda furnished by the Admiralty and the War Office—has been received from the Royal Air Force.

The Royal Air Force draws more frequently than the Army from the "blackcoated" classes and, in consequence, the average

educational level of entrants is higher than that found amongst the Army intakes. Therefore it may be fairly assumed that whilst the failings of entrants observed by the Royal Navy and the Army also exist in the Royal Air Force, they are present, in the main, to a lesser degree.

## VI

### INFLUENCES BROUGHT TO BEAR ON MEN IN THE SERVICES

#### LEADERSHIP

20. The example and personal influence of his leaders constitute the most important influence upon the entrant into the Services. At present the Services, for various reasons, experience great difficulty in maintaining the standards in officers and N.C.Os. at which they aim.

In the Royal Navy this is ascribed to the shortage of senior ratings caused by the falling off in numbers of long-service Regulars, and the consequent advancement to Leading and Petty Officer rating of young and inexperienced men. In the Army there is a shortage of Regular officers, whilst the shortage of experienced N.C.Os. is a matter of even greater concern. In the R.A.F. it would appear that the general standard of drill instructors at Recruit Schools leaves a good deal to be desired. The Services are fully conscious of these deficiencies and are taking all possible measures to remedy them.

This situation presents the opportunity to the National Service man to produce leaders from amongst his own ranks, and National Service officers and junior N.C.Os. in the Army have proved excellent within the limits of their age and experience. There can be no doubt that the experience of leadership has a stimulating effect on the development of character. One Overseas Army Command has reported to the War Office that many a doubtful starter reacts surprisingly well to the spur of actual responsibility, and considerable risks should be taken to give as many National Service men as possible the chance of exercising it. The need for character training prior to National Service is thus clearly illustrated.

It has been represented that leadership training in the Services is of more value from industry's point of view than trade training. It is generally agreed that leadership and character training are an important asset to be set against some debits, and that few National Service men return to civil life without improved personality.

#### DISCIPLINE

21. The task of the Services is to inculcate the self-discipline and the team spirit in which recruits are too often lacking when they join. To a number discipline comes as a distinct shock, but

after the initial strangeness is cheerfully accepted by the majority. Although complaints are heard in the early days of service of irritating restrictions, the opposite opinion, i.e. that discipline is not strict enough, is sometimes heard later in the period of service.

There can be no doubt that the advent of National Service and the introduction into the Services of a higher proportion of more intelligent and better educated men emphasise the importance of an "intelligent" discipline. By this is meant a discipline based on *esprit de corps* which gives a man pride in himself and his unit, and the meaning and purpose of which are so well understood that all ranks willingly co-operate in maintaining a high standard; also an intelligent understanding of the reasons and necessity for the duties he is required to perform. Such discipline is part of mental and moral training and the basis of high morale.

## TRAINING

22. It is not sufficiently appreciated by the general public that the primary object of National Service is to enable the country to meet its defence commitments in peace and war, and that in consequence the requirements of the Services must be given priority. As a result there is some disappointment amongst those who cannot be employed at their trades or in the jobs of their choice. This disappointment might be alleviated to some extent if it were more widely understood that:

- (i) over 40 per cent of the Army are serving in the Royal Armoured Corps, Royal Artillery and Infantry, with the result that many men who wish to learn a trade in a technical corps are necessarily sent to the Royal Artillery or Infantry, and
- (ii) the trade structure of the Services differs from that in civilian life. Some trades are not required at all or are required only in very small numbers, whilst on the other hand there is a shortage of skilled men in Service trades, many of which have no exact counterpart in civil life. These difficulties illustrate the fundamental problem of the extent to which National Service can fulfil its commitments and at the same time meet the needs of Industry.

The differences between Service and civilian trade requirements are due to the fact that whereas industry's object is mainly production, the Services' object is servicing and maintenance. Significant differences in training syllabuses can be traced to this dissimilarity in approach. The efforts being made to equate requirements should be continued.

The possibility of industry preparing a man for a Service trade by carrying out trade tests to Service specifications should be explored.

There is no doubt that during their initial training men are kept fully occupied and interested. It has been asserted by industry that subsequently many men are not kept fully employed and in

consequence become bored, especially the less intelligent and purposeful who lack the ability to employ their leisure. From their replies to the Questionnaire referred to in the Introduction, it is clear that activities connected with the more strenuous training and work in the Services were mentioned by sons to their mothers as being those that they had enjoyed most. A small group of 10 per cent of mothers complained that their sons had not had enough to do. A recent survey within the Army itself states "the greatest enemy of a healthy attitude towards National Service is boredom, wasted time and idleness". Wasted time is alleged to occur chiefly during the last six months.

These views are significant, and the complaints of boredom and insufficient work are too frequent and persistent to be ignored. They indicate the need for doing everything possible to provide full employment throughout the period of National Service, and to ensure that all forms of training are made as interesting as possible through understanding of their purpose and through relationship to reality; also the need for greater encouragement to the National Service man to employ his leisure-time more objectively.

It has been alleged that National Service is harming the heavy industries, as National Service men do not do enough heavy work and so want light work on their return to civil life. Similarly agricultural workers are accustomed to work hard for long hours and find work in the Army for the most part lighter than their work on a farm. It is difficult for industrialists to appreciate the problems which confront Commanding Officers in trying to ensure that all ranks are fully and profitably occupied, and it may be that more could be done to explain these problems. Periods of intensive training are necessarily followed by periods in which officers and N.C.Os. are inspecting, counting and checking, with a result that many men may not have much to do for two or three days. A fall in strength may mean that an officer is temporarily without a platoon. The training of officers and N.C.Os. has to go on continually, with the result that at times there are not enough experienced N.C.Os. available to give useful training to the remaining men. Efficient units of high morale are not built up on work alone. Time must be made available for games, and much more time is devoted to these activities than could be allowed by industrial firms. Nevertheless, it is most important that the National Service man should be kept fully and usefully employed during working hours.

The development of objective leisure-time occupations should be encouraged. These should include all kinds of activities designed to encourage the individual to create for himself active and interesting ways of spending his leisure-time, rather than relying on passive forms of amusement. Many of these occupations might be organised by volunteer enthusiasts within the unit, by forming clubs or by the fullest use of such organisations as the Council of Voluntary Welfare Work and the Women's Voluntary Services which are already doing admirable work.

It has been represented by industry that employment on "chores" causes men to feel that they have been conscripted under

false pretences. Whilst it may well be that, if it were possible for employment of this nature to be performed by civilians, the source of many complaints about National Service would be removed, no less than 187,000 civilians are now employed by the Army alone each year at a cost of some £67,000,000. It is clear that National Service men could only be relieved of these routine employments if the Government were prepared to sanction the use of civilian labour for this purpose at a cost which can be gauged from the figure at present being expended. There is a point beyond which the employment of civilians cannot usefully be effected, since units must be self-supporting in war and the man cannot be relieved of work required for the maintenance of his unit. However, it would seem practicable and indeed essential for the Services to ensure that men are not employed on "chores" throughout their service.

### RELIGIOUS TRAINING

23. Not only are the Services under an obligation to provide for the spiritual welfare of those committed to their care, but they obviously seek to develop such qualities as courage (moral and physical), loyalty and self-sacrifice for the common good.

Religious instruction and attendance at Divine Service are compulsory for boys under 17½ years of age, but thereafter attendance at both Divine Service and "Chaplain's Hour", which is usually held weekly, is voluntary.

The Chaplain has to combat apathy and ignorance rather than hostility, and his main difficulty is that often there is no foundation on which to build. "Chaplain's Hour" appears to arouse interest and inspire questions, since the lamentable ignorance is not infrequently combined with a somewhat pathetic desire for further knowledge. Yet this interest does not always lead to increased attendance at Divine Service, and it seems that fear of ridicule and of appearing conspicuous tend to defeat the interest aroused. In general the Chaplain has to contend with trying to remedy the deficiencies of the past and at the same time lay the foundation on which others may build. That he has met with some success is evidenced by increases in attendance at Church, in numbers confirmed and of Easter communicants over the past three years.

Many regret the abolition of compulsory attendance at Church, but on the other hand there are some who question the wisdom of restoring it. Emphasis is laid by all the Services upon the importance of officers setting an example, and it has been suggested that this should be stressed at all Officer Training Establishments.

Service in theatres such as Malaya and Korea tend to make young men think about religious problems by bringing them face to face with the realities of life and death.

The task which confronts the Chaplains is to relate religion to the realities of everyday life and to attempt to eliminate the attitude of the average recruit that religion is something apart, the affair of the padre, having no bearing on his own life and problems.

It is for consideration whether or not the Army or Royal Air Force Chaplain is aided in this task by being a commissioned officer. It may be that commissioned rank acts as a barrier between the Chaplain and the men. The Chaplain in the Royal Navy has no rank but is of equal standing at once with the Ordinary Seaman and the Captain of the ship. This would appear to be a happy and proper relationship.

#### PHYSICAL TRAINING, GAMES, FOOD

24. Physical training, games combined with regular meals, together with the sense of security engendered by belonging to a disciplined community, undoubtedly bring about an improvement in health and physique.

Although complaints about food frequently indicate in industry and in the Services alike that there is something else wrong in the unit, complaints in each Service about food (badly cooked, badly served, inedible, or insufficient) are frequent.

Approximately 11 per cent of mothers (who answered the Questionnaire referred to in the Introduction) of Army other ranks (7.8 per cent of Royal Air Force other ranks) thought their sons' health was worse. On the other hand the Army recruit is weighed at each medical examination, and it is thus possible to compare the gain in weight during the period of approximately seven weeks spent in civil life between the examination at the Ministry of Labour and National Service Centre and the examination on first joining the Army with the gain in weight during the first eleven weeks of Army Service. The average gain under Army conditions has been found to be about three times that experienced in civil life.

#### EDUCATION

25. The facilities provided by the Services for further general education, instruction in citizenship, cultural subjects, assistance in preparation for professional, commercial and industrial careers, and provision for leisure-time activities appear to be generally satisfactory in the United Kingdom, but only available overseas in large stations.

It is doubtful whether even the facilities available are fully exploited. The range of educational attainment amongst members of the Services is wide. Whilst promotion provides an incentive for the young Regular to improve his education, many National Service men are not interested in promotion and can see no advantage to themselves in raising their educational standards. The young man who left school at 15 years of age and has lost the habit of study presents the greatest problem. Insufficient time is available at the training unit or establishment to give the grounding required, and in other units Commanding Officers appear to find great difficulty in arranging for every man to be made available for a definite number of hours each week. Many instructors are National Service men themselves and lack both teaching and Service experience.

Despite encouragement which may at times fall little short of pressure by the educational instructors, there appears to exist much inertia even in relation to cultural and leisure-time activities.

Some industrial firms give employees "day release", i.e. a day (or a day and a half) a week when they follow a course of study suited to their future careers. It has been suggested that the Services might adopt the same system; but in practice this would be very difficult to do as a regular procedure and would probably be impossible overseas.

At the Conference on "Youth in the R.A.F." held at Dowdeswell, it was generally agreed that education in current affairs was of outstanding importance. It was suggested that as the problem is too great to be dealt with by Education Officers alone, and owing to the difficulty in finding other officers qualified to assist, the subject should be studied by an Inter-Service Working Party with the assistance of organisations such as the British Society for International Understanding.

#### UNINTENDED INFLUENCES

26. The experience of living a communal life is new to many, and few, if any, have previously associated closely with men from all walks of life. The majority appear to take advantage of this opportunity, and find little difficulty in settling down in their units after completing their initial training and learning to subordinate themselves to the unit.

The proportion of "bad characters" among National Service men is small, but their influence is out of proportion to their numbers. They are often youths with a record of adolescent delinquency of which the Services may not be aware. Although their influence diminishes in the course of service, both on account of the trouble they bring on themselves and their associates and the code of conduct built up by the majority, they are a bad influence and not only corrupt others but also waste the time of their superiors.

Having to live in confined quarters at sea makes extra demands on Naval personnel in tidiness, cleanliness, tolerance, self-restraint and unselfishness, but the majority respond well.

The National Service man who serves abroad develops a broader outlook and greater self-reliance than one who spends all his service in the United Kingdom. The latter is often within easy reach of his home and able to go there at week-ends, with the result that he tends to continue to rely upon his parents rather than learn to stand upon his own feet and integrate himself more closely with his Service and his unit.

In general, better facilities for hard and interesting training exist overseas, whilst Malaya and East Africa present the opportunity of active service. There is no doubt that the harder a man is worked on interesting training the better he likes it, whilst active service raises morale and develops self-confidence and team work.

## VII

### EFFECTS OF NATIONAL SERVICE

27. The efficiency displayed by National Service men in Korea, Malaya and East Africa provides proof that the Services succeed in their primary aim of producing trained sailors, soldiers and airmen.

Whether or not the Services are as successful in developing the citizen is not so clear. The effects of physical training can be gauged in terms of weight and tests of physical efficiency, but moral and mental development are not so readily assessed.

28. From evidence of the views of National Service officers and men who had completed their full-time service in the Army (placed at the disposal of the Working Party by the War Office) it appears that:

- (a) A majority agreed that they felt fitter at the end of their National Service than at the beginning.
- (b) 66 per cent agreed that they had been encouraged to take part in religious activities or to improve their religious knowledge.
- (c) 38 per cent thought that they had improved their education. Only 32·5 per cent of other ranks stated that they had been able to take additional instruction. It was apparent that many of the men questioned did not make use of the facilities provided.
- (d) Practically all agreed that National Service was of great value in broadening the outlook, building up self-confidence, developing character and teaching the value of comradeship.
- (e) A frequent complaint against the Army is that bad cooking spoils the good food provided.
- (f) It is also felt that more should be done to employ a man in his own trade.

29. Evidence of the views of employers (provided from the same source) shows that in the opinion of the majority:

- (a) Practically all benefited physically from National Service, which also led to improved mental development and improved initiative on the part of men who had been N.C.Os. or had been overseas.
- (b) There should be more pre-service publicity of the means of educational advancement offered by the Army.
- (c) Greater efforts should be made to employ men in their own trades.
- (d) All National Service men should serve overseas or as far as possible from their homes. They return better men than those who remain in this country.
- (e) To fit the National Service man for his return to industry he should be worked harder.
- (f) There should be closer liaison between employers and the Services in regard to the resettlement of the man in civil life.

30. The opinion of mothers as to the effects of National Service is probably best expressed in the following extract from the Report on the Questionnaire issued to mothers of National Service men:

"It would appear that on the whole, among this group of responsible families, for the vast majority National Service may be said to have a good effect in developing qualities of character and in providing a wider experience than would have been available at home. It also produces some bad effects. It is not clear how seriously to take the complaint that it was unsettling, since the majority of mothers themselves said that their sons had settled down happily afterwards; and the complaint of interruption to career or training seems to be a question of attitude of mind—perhaps both parents and sons might be encouraged to think of all opportunities of experience as valuable, even when the experience has no connection with the task of earning a living. There remained, however, a small proportion of mothers who thought the effects of National Service on their sons wholly bad for one reason and another, and though this proportion was small it may be significant. How far the generally good effect noted here would be borne out among the rest of the population is doubtful; and a wider—and a professional—enquiry among both families and employers would be useful.

"It would appear, too, that conditions in the Services were thought by these mothers and sons to be mainly satisfactory; the great majority of sons had either enjoyed their service or had at least not been actively unhappy. It was a notable fact that it was things actually connected with the sons' jobs in the Service that were mentioned as having been most often enjoyed, since this category included such things as training, courses, ceremonial parades, where a high standard of discipline is necessarily implied. The complaints about petty discipline and red tape (the second largest class of complaint after food) might be considered in relation to this, since it was clear that discipline was not resented when its necessity was understood. The small group of mothers who complained that their sons had not been fully occupied or had not had enough to do should be regarded with some concern; it seems that the ultimate effect of National Service must depend on the extent to which every man can be actively employed for the whole of his time, and it was evident that not all mothers thought their sons had been so employed."

31. It is clear that there is little that is fundamentally wrong with the present system, and adjustments required are mostly within the scope of the Services themselves. Equally there can be no doubt that the majority benefit from National Service at least from the point of view of physical fitness and character development.

(signed) BERNARD PAGET  
P. B. CUDDON  
J. DREVER  
J. M. L. GROVER  
CECIL HARCOURT  
D. McMAHON  
H. L. MORGAN  
JOHN SLESSOR  
K. T. SWANZY

## APPENDIX TO PART V

### PRE-NATIONAL SERVICE COURSE No.—

Monday	.	.	.	...	October
Tuesday	.	.	.	...	October
Wednesday	.	.	.	...	October
Thursday	.	.	.	...	October

1954

### FIRST DAY

#### "CALL UP"

#### *Morning*

- 8.30 Survey and details of the Course followed by group discussions on "Problems that affect National Service men".  
Personnel Officer.
- 9.30 "Introduction and purpose of the Course."  
Managing Director.
- 10.00 First half of the film *Call Up*: the story of a group of chaps who go in, have their "ups and downs" but finally settle, do a good job and enjoy their initial training.
- 10.45 Break.
- 11.00 "Call up Procedure." How it works. Medical examination. Interviewing officers. What happens to your documents. Why they are important.  
Regional Officer for Military Recruitment,  
Ministry of Labour.
- 11.45 Summing up and group discussion.  
Training Officer and Groups.

#### *Afternoon*

- 1.30 "The National Army. Why? Where? What? Training, Trades and Territorials."  
Major —, War Office Lecture Team.
- 3.15 Remainder of film *Call Up*.
- 3.30 "The Ideal of Service." Duty to self, to community, to nation. National Service in its correct perspective. Living together.  
The Rev. —.
- 4.30 Summing up of film *Call Up* and review of the day and introduction to the second day's programme.  
Personnel Officer.

## "LIFE INSIDE"

8.30 "What's it really like." Talk and discussion. Groups and ..... returned ex-servicemen.

—, ex-R.A.F., England.

—, ex-Navy, England.

—, ex-R.E.M.E., England.

9.15 "The Devil—boredom." The Rev. —.

10.00 Film, *The Craftsman*. A film illustrating engineer crafts in the Army.

10.45 Break.

11.00 "The young soldier in Army life." Standards aimed at and some difficulties to be avoided.

Captain ———, Y Regiment.

1.30 Film, *The Infantryman*. His importance and the value of the training he gets.

2.15 "My job—can the padre help?" Another "slant" on service life. The Rev. —, S.C.F.

3.15 "The pattern of education and welfare in the modern Army." Major —, Royal Army Educational Corps.

4.00 "How the National Service man looks to me." An Army Warrant Officer's point of view.

Company Sgt.-Major —.

4.45 Summing up and review of the day and introduction to the third day's programme. Personnel Officer.

## "KEEP IT UP"

8.30 Film (R.A.F.) and film cartoon, *Pegasus*. Portrays exploits of Airborne Forces.

9.30 "R.A.F. Gen.: Reception, initial training and afterwards."  
Squadron Leader —.

10.30 Break.

10.45 R.A.F. N.C.O. demonstrates bed lay-out. A service task made easy.

11.00 "The Interviewing Officer." National Service men in the R.A.F. Rates of pay. Conditions and opportunities.

Flying-Officer —.

11.30 "The AERIAL scheme." A talk on the special recruitment of craftsmen. Squadron-Leader —.

### *Afternoon*

- 1.30 Arrive .....  
H.Q. R.E.M.E. .... Armoured Division (T.A.).  
Major —, R.E.M.E.  
..... Armoured Workshop R.E.M.E. (T.A.).  
Captain —, R.E.M.E.  
..... H.Q. Army Signal Regiment (T.A.).  
Lt.-Col. —, Royal Signals.
- 2.30 Arrive .....  
H.Q. C.R.A.O.C. .... Armoured Division (T.A.) and  
..... Armoured Division Ordnance Field Park R.A.O.C.  
(T.A.). Captain —, R.A.O.C.
- 2.45 ..... Field Ambulance, R.A.M.C. (T.A.).  
R.S.M. —, R.A.M.C.
- 3.00 Coach.
- 3.30 Infantry Territorials. Visit to the ..... Regiment,  
..... Batt. H.Q. and Drill Hall.

## FOURTH DAY

### *"LET'S LOOK"*

#### *A DAY AT ..... CAMP*

### *Morning*

- 7.30 Coach .....
- 10.30 Arrive ..... Selection Regiment Royal Signals. Met  
by Adjutant.
- 10.35 Outline of pre-call-up procedure and selection procedure  
by the S.P.S.O. i/c P.S. Team.  
Brief description of Royal Signals Trades by Chief Instructor.
- 11.15 Recruits. On basic training.
- 11.50 Training in No. ... Training Regiment.
- 12.45 Lunch at No. ... Training Regiment.

### *Afternoon*

- 1.45 Assembly ..... for departure to Training Brigade,  
R.A.C.
- 2.00 Reception. H.Q. ... Training Regiment, R.A.C. Talk.  
R.A.C. Recruit Training.
- 2.30 The Gunnery Wing and Tank Range. Opportunities to fire  
on the Tank Range. Demonstration of Tank Gunnery.
- 3.15 The Driver Maintenance Wing. Rides on Centurion Tanks.  
Model Hall.
- 4.00 The Wireless Wing. Demonstration of Equipment and  
opportunity for talks over the sets.
- 5.00 Tea and look round at the N.A.A.F.I. Club.
- 5.45 Depart .....
- 8.30 Arrive .....

## APPENDIX

### LIST OF ORGANISATIONS WHICH CONTRIBUTED MATERIAL

Admiralty.  
Air Ministry.  
Air Training Corps.  
Army Cadet Force Association.  
Association for Jewish Youth.  
Association of Assistant Mistresses Incorporated.  
Association of British Chambers of Commerce.  
Association of Chief Police Officers.  
Association of County Councils in Scotland.  
Association of County Medical Officers of Health.  
Association of Education Committees.  
Association of Headmistresses Incorporated.  
Association of Municipal Corporations.  
  
Board of Deputies of British Jews.  
Boy Scouts Association.  
Boys' Brigade.  
British Association for Commercial and Industrial Education.  
British Board of Film Censors.  
British Broadcasting Corporation.  
British Council of Churches.  
British Electricity Authority.  
British Employers' Confederation.  
British European Airways Corporation.  
British Fur Trades Alliance.  
British Iron and Steel Federation.  
British Overseas Airways Corporation.  
British Red Cross Society.  
British Transport Commission.  
  
Carnegie United Kingdom Trust.  
Central Council of Physical Recreation.  
Central Office of Information (Social Survey).  
Children's Film Foundation.  
Church Army.  
Church Lads' Brigade.  
Church of England.  
Church of England Moral Welfare Council.

Church of England Youth Committee.  
 Church of Scotland Committee on Hut and Canteen Work for  
 H.M. Forces.  
 Co-operative Union Limited.  
 Counties of Cities Association.  
 Council of Voluntary Welfare Work.  
 County Councils Association.  
 Department of Health for Scotland.  
 Economic League.  
 Educational Institute of Scotland.  
 English New Education Fellowship.  
 Family Welfare Association.  
 Federation of Master Cotton Spinners Associations.  
 Gas Council.  
 General Post Office.  
 Girl Guides Association.  
 Girls' Guildry.  
 Girls' Life Brigade.  
 Her Majesty's Inspectors of Schools.  
 Home Office.  
 Incorporated Association of Headmasters.  
 Industrial Welfare Society.  
 Institute of Personnel Management.  
 Institute for Christian Education at Home and Overseas.  
 Jewish Graduates Association.  
 Joint Committee of the Four Secondary Associations.  
 London County Council.  
 Methodist Association of Youth Clubs.  
 Methodist Youth Department.  
 Ministry of Education.  
 Ministry of Health.  
 Ministry of Labour and National Service.  
 Mothers' Union.  
 National Association of Boys' Clubs.  
 National Association of Local Education Authority Youth Service  
 Officers.  
 National Association of Mixed Clubs and Girls' Clubs.  
 National Association of Training Corps for Girls (Girls' Training  
 Corps, Women's Junior Air Corps, Girls' Nautical Training  
 Corps).

National Association of Youth Employment Officers.  
 National Association of Youth Leaders and Organisers.  
 National Catholic Youth Association.  
 National Coal Board.  
 National Council of Social Service.  
 National Council of Women.  
 National Council of Young Men's Christian Associations.  
 National Employers Federation of the Mastic Asphalt Industry.  
 National Farmers' Union.  
 National Federation of Plumbers and Domestic Engineers.  
 National Federation of Roofing Contractors.  
 National Federation of Women's Institutes.  
 National Federation of Young Farmers' Clubs.  
 National Foundation for Educational Research in England and Wales.  
 National Hairdressers' Federation.  
 National Institute of Industrial Psychology.  
 National Marriage Guidance Council.  
 National Playing Fields Association.  
 National Sunday School Union.  
 National Union of Teachers.  
 Newspaper Proprietors' Association.  
 New Towns (General Managers)—  
     Aycliffe, Bracknell, Harlow, Stevenage, Welwyn and Hatfield.  
 New Towns (Committee)—  
     East Kilbride.  
 Office Management Association.  
 Outward Bound Trust.  
 Queen's Institute of District Nursing.  
 St John Ambulance Brigade Cadets.  
 Salvation Army.  
 Save the Children Fund.  
 Scottish Association of Boys' Clubs.  
 Scottish Association of Girls' Clubs.  
 Scottish Association of Young Farmers' Clubs.  
 Scottish Council for Research in Education.  
 Scottish Council of Social Service.  
 Scottish Education Department.  
 Scottish Leadership Training Association.  
 Scottish Standing Conference of National Voluntary Youth Organisations.  
 Scottish Trades Union Congress.  
 Scottish Youth Hostels Association.  
 Sea Cadet Corps.

Standing Conference of National Voluntary Youth Organisations.

Timber Trade Federation of the United Kingdom.

Toc H.

Trades Union Congress.

United Nations Educational, Scientific and Cultural Organisation.

United States of America—

Employment Service.

Information Service.

Inter-Departmental Committee on Youth.

Mid-Century White House Conferences on Children and Youth.

National Congress of Parents and Teachers.

Office of Education.

Youth Serving Organisations.

University College, Swansea.

University of Bristol.

University of Edinburgh.

University of Glasgow.

University of Nottingham.

University of Oxford.

War Office.

Welsh League of Youth.

Westhill Training College.

Young Women's Christian Association of Great Britain.

Youth Hostels Association.

